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# THE AMERICAN CITY

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# The Rejuvenation of Poughkeepsie

By M. V. Fuller

The genuineness of welcome which the city of Poughkeepsie shows to the visitor who comes with eager interest in her civic progress is based upon belief in her ability to meet the test of investigation. Poughkeepsie knows herself to be awake and active and on the way to great results; yet hers is withal a modest self-assurance that includes a full understanding of how much still remains to be done. The men most active in Poughkeepsie's civic development are discriminating in their estimate of her progress; they rejoice in this and that achievement, but never for an instant allow one to believe the limits of their accomplishment more extended than they are.

The "Queen City of the Hudson" lies on the great river's left bank about half way between New York and Albany. Its population, now more than 27,000, has increased 16.3 per cent in the last five years. The whole country is aware of the city's three great advertising features: the high railroad bridge across the river, with a total measurement of more than a mile and a quarter; the intercollegiate boat races and, preëminently, Vassar College. The part of the country most concerned knows of the city's important shipping facilities, both by rail and by water, and its fast and frequent train service. With eighty daily passenger trains and a fine steamboat service by day and night, it is in close touch with the state capital and the nation's metropolis. With the advantage of such a location, on high, well drained land, and with a healthful climate, Poughkeepsie was

destined to become first of all a city of homes,

And such it was primarily during many years, for its commercial growth was slow in spite of the beckoning river and the friendly old post road running through the village on its way between New York and Albany. In 1855, with a population of about 13,000, Poughkeepsie became a city, its boundaries being identical with those of the village of 1,500 incorporated 56 years before. There was constant gain of the solid,

gratifying sort, in sound finance, education and good citizenship, which have made a permanent basis for the commercial and civic development of the last few years. It is evident nowadays that Poughkeepsie has reached a stage of development where she dares to contemplate big undertakings because she knows the quality of citizenship on which she may rely. Men who mingle closely in such a city have keen knowledge of one another; their estimates of character and ability are, in the main, just. To such an atmosphere of understanding the citizens of Poughkeepsie add a

frank pride in the men of sterling character and generous deeds who have enriched the city.

This comfortable, well-to-do community busied itself for many years with the comparatively easy task of making and enjoying a living, quite contented with the daily round, and resenting any interruption of its tranquillity, any suggestion that improvements were desirable or necessary. Three years ago no street in Poughkeepsie was ever ordered to be improved as a whole.



MAYOR JOHN K. SAGUE

His recent speech on "Three terms in office, or why I hate to give up the job," was enthusiastically received.

## THE AMERICAN CITY

There was no city standard of paving. The Highway Fund of \$15,000 a year was spent without system. The only sidewalks in the city were of bluestone; the only street repairs were desultory and general for the benefit of horse-drawn vehicles. Hooker Avenue, now like a sheet of asphalt, was in such a condition that for a goodly portion of the year it could not be used by bicycle riders. Whenever the Board of Public Works proposed improvements their room was fairly bombarded by rampant objectors.

The most truly remarkable thing about Poughkeepsie is not the bridge or the races or the college, but the new civic spirit which makes those days seem unbelievably far away. While one sees throughout the

Under a new city charter the Mayor and the Board of Public Works instituted the policy of making improvements to sidewalks, curbs and gutters and compelling property owners to pay for them, the quality of the work being guaranteed. This was a strenuous doing away of the custom which allowed each individual to do as little as he cared to pay for and to do it according to his own taste. The new policy was adhered to in spite of all opposition; it created a standard of public work; it so transformed the street appearance that the citizens stopped objecting to gaze in very admiration.

And with that pause came into birth the new civic spirit. It dawned upon the



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city too many practical evidences of the change to agree with the modest, though enthusiastic, official who said "We've accomplished so little that about all we have to be proud of is our spirit," yet the most wonderful part of Poughkeepsie's story—indeed, the very pith of it all—is the fact that the city has a new ideal. If one could make two photographs, one of the old apathy and the other of the present enthusiasm, we should have one of the most stirring "Before and After" pictures THE AMERICAN CITY could reproduce: it was such a contented, indifferent sitting-in-the mud in those dark ages; and now, with alert and eager forward look, every line of her figure expressing energy, enthusiasm and faith in the future, the city is marching with the vanguard.

common-sense thinkers of Poughkeepsie that civic improvements were going to pay commercially; that no man could afford to keep his property an eyesore upon an otherwise attractive street. The latent loyalty of good citizenship awoke and grew into civic rivalry, a competition between neighbors and districts for the beauty and betterment of the city. Property owners began to paint their houses, to clear and plant their lawns and repair their porches. New buildings began to go up on improved streets. In consequence of the bettered condition of one district alone lots worth \$30,000 were sold.

Now when the citizens besiege the Board of Public Works it is not with objections but with petitions for more improvements at their own expense. Talk with whom

you will—the Mayor, the City Engineer, the officers of the Chamber of Commerce, newspaper men, business men—each one will confirm from his own point of view the amazing fact of this complete transformation of opposition into support of an iron-shod policy.

About \$18,000 worth of new sidewalks have been laid in the city. Corrugated iron cellar doors in the sidewalk have taken the place of the old slippery ones of wood or smooth iron. Most of the business and residence streets have excellent pavements, curbs and crosswalks. With the exception of about 2,000 feet the old post road is now in good condition, paved at its north end with brick, at its south with macadam. Throughout the principal business thoroughfare and extending into the side streets, all public service wires have been placed in conduits. Free from objectionable overhanging signs and the wooden awnings which used to extend over the sidewalks, with excellent shops and ornamental electric light fixtures, Main Street shows a great improvement over former conditions. These four-armed clusters of globe lights, set on hollow steel poles, are modelled after those in Lincoln, Neb. They are an important feature of the street picture, and will eventually extend from the river to the city limits.

The people of Poughkeepsie are prosperous, but not wealthy. There is no bread line, nor is there any widespread extravagance or love of display. The city has a debt of about \$1,200,000, half of which was incurred at one time in financing the old Poughkeepsie and Eastern Railroad. On the other hand, there is more money (over \$18,000,000) in its banks than in any other city of its size in the state.

With a Mayor leading the way in civic work,—a Democrat in a Republican city, elected for the third time because he is the man for the place,—with a Chamber of Commerce that is a vital part of the city life because it recognizes that a city cannot develop industrially without a basis of civic health and beauty—with leaders such as these and with a body of citizens now fully awake, it is little wonder that so many new industries have recently found Poughkeepsie the right place in which to grow. The great modern plant of the Fiat Automobile Company in the Fairview district and other newly opened manufactories



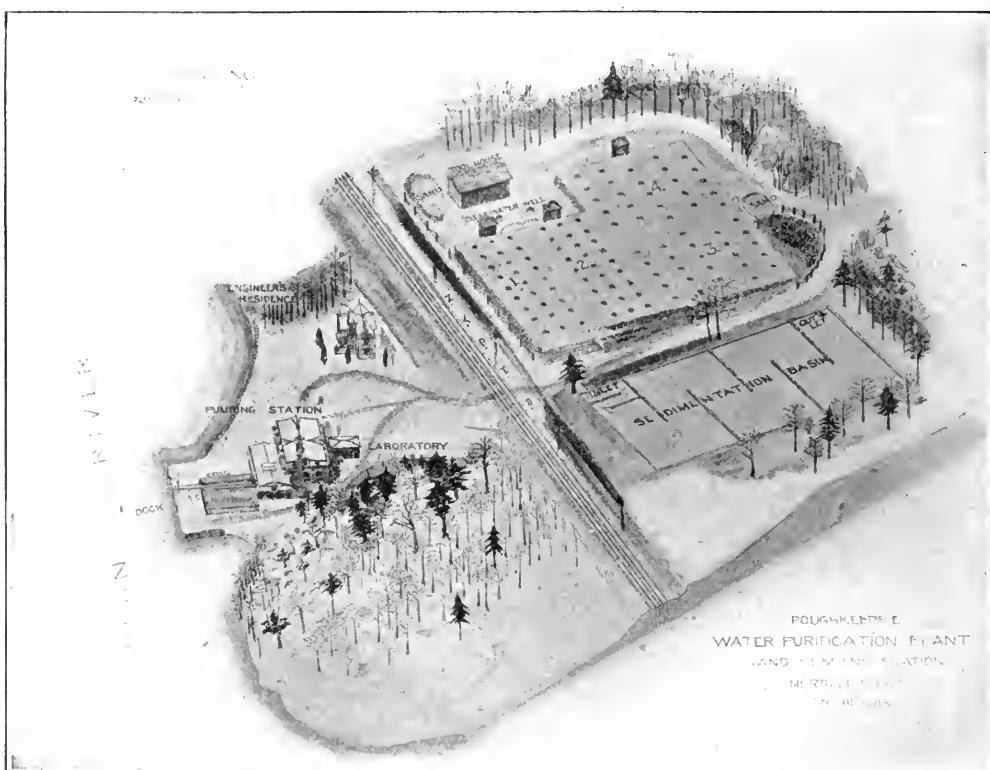
THE LIGHTING FIXTURES ON MAIN STREET  
ARE MODELED AFTER THOSE IN  
LINCOLN, NEB.

throughout the city, the attractive residence sections of Hillcrest and De Garmo Knolls, together with older well-kept homes of distinction and the new public buildings, dignified and appropriate in architecture—all these are but part evidence of a prosperous, progressive city that should have little difficulty in raising the needed guaranty fund of \$50,000 for the work of the Chamber of Commerce.

It is a far cry back to the time when there was only an apathetic Board of Trade, kind-

for industrial development. The Chamber of Commerce now has a membership of 450.

Poughkeepsie's especial pride is the filtration plant, which is the first one of its type built in America. It was reconstructed several times, but something was evidently wrong somewhere, for as late as 1907 the city was a hotbed of typhoid fever. The milk supply has always been pure and excellent. What then was the source of this disease that in 1907 found 168



POUGHKEEPSIE'S PURIFICATION PLANT IS THE CITY'S MOST VALUABLE MATERIAL ASSET, AND WILL SOME DAY BE A BEAUTY SPOT FOR VISITORS

ly disposed toward anyone seeking industrial information, but entirely without initiative. In those days there were 150 members; no officers were elected, and there was no paid secretary. In 1906 half a dozen young men got together privately, and talked over the matter of reorganizing for action. The Chamber of Commerce was formed, and with it was merged the Retail Merchants' Association with all its good features. With the coming of the Seneca Button Works people began to see that it was worth while putting up money

victims, half of whom died? On January 1, 1908, the Board of Public works started to fight the disease. Right here is a very important point: on the Board of Public Works were two physicians whose bacteriological knowledge made it possible to discover the source of the disease and to install an adequate system of water purification. The new slow-sand-filtration plant is the result of the intelligent work that was done, and when we know that in 1908, after the installation of the plant, the number of typhoid cases suddenly drop-

ped to 42, and that the city is now practically free from intestinal diseases, we cannot wonder at the emphasis which the City Engineer places upon the wisdom of appointing trained bacteriologists upon boards of public works.

The water averages 99.6 per cent of purity, and this in the face of the fact that the sewers empty into the Hudson, from which the supply is drawn, that the water is changing every minute, is polluted by the tide, and is the most treacherous water in the world to purify. Such a purification plant as this is equal to any variation of demand, and is the city's most valuable material asset. The Board feels that there should be no place in the city that

track of the New York Central Railroad. The filtration bed itself will become a beautiful lawn, and with trees and vines and flowers the plant will be a spot which people will enjoy visiting, and in which they will find more than one reason for civic pride.

The three parks of the city fulfill the primal function of a park—to form a rural retreat for those who need rest for body and mind away from city sights and sounds. "College Hill Park," says one of the city officials, "is a place in which to thank God you are alive." This tract of forty acres overlooks the city, the river and the surrounding country from a northeast height that commands even the Catskills, and is



SOLDIERS' MEMORIAL FOUNTAIN AT THE HEAD OF EASTMAN PARK

cannot get city water if it wants it, therefore mains are laid wherever desired, and hundreds of new connections have been made during the last three years. The receipts of the Water Department have increased about eighty per cent, and out of them the power plant has been entirely rebuilt.

The water is pumped to the reservoir on the west slope of College Hill. The purification plant is situated on the bank of the Hudson, north of the city. A definite plan of beautification is likely to be carried out there. South of the power house a group of model cottages for employees will be erected, and that portion of the grounds will be made attractive with a green terrace above a rough rock wall. There will be an overhead way above the

crowned by a building Parthenon-like in line and situation. The park is the gift of Mr. William W. Smith, Poughkeepsie's well beloved philanthropist, to whom it owes also the beautiful new building of the Young Men's Christian Association, as well as many another public and private benefaction quietly bestowed. This is a place of drives and walks and shade trees and peaceful resting places. It is planned to devote twelve acres of the land to a deer park. The greenhouses where the park flowers are raised were a gift from Mr. Smith, who has also provided band concerts for the entertainment of the many who enjoy this delightful spot.

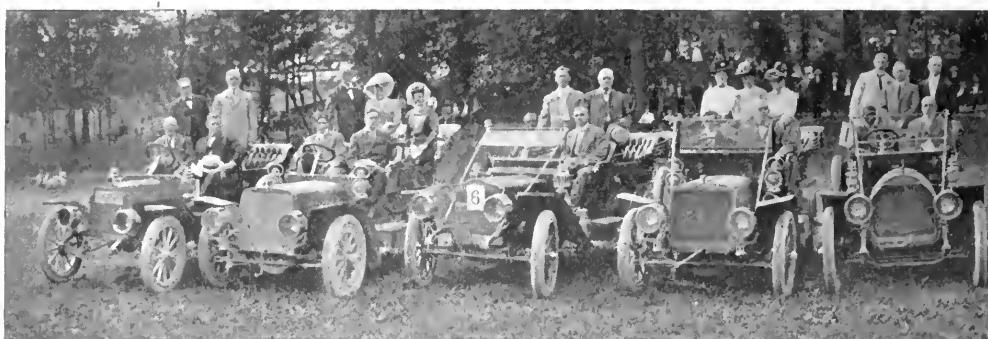
Eastman Park, which comprises twelve acres in the heart of the city, is also laid out on the principle of spending no money

for luxury but providing comfort and beauty. At the entrance to the park is the Soldiers' Memorial Fountain in its triangular plot. The athletic field and the tennis and croquet grounds in Eastman Park afford abundant opportunity for exercise for the young people of the city. Mothers and children are encouraged to spend the afternoons there, and one feature that has made the park attractive to those who need it is the small menagerie. The collection of beautiful pheasants is a never-ending source of interest.

Pelton Park, too, in the northwestern part of the city, has playground facilities that are made of good use. There are playgrounds connected with all the school buildings, and during the summer two of these are under supervision, and the children are

well followed. The municipal spraying plant has been used to fight the elm leaf beetle, property owners bearing the actual cost of the work. There has been no systematic tree-planting campaign, but the Chamber of Commerce plans to give away, through its Civic Improvement Committee, four or five thousand trees to be planted in school and private yards on Arbor Day next spring. We may note here that last year several thousand flower bulbs were given away to home gardeners by the School Gardens Committee of the Chamber of Commerce. It is likely that under the same initiative a hitherto unused plot of land will be opened next year for girls' flower gardens.

One of the most interesting spots in the city is the Garden School in Eastman Park,



READY TO START ON THE INSPECTION TOUR

instructed in various kinds of handiwork. Mansion Square, a little northeast of the center, may some day be improved by running a wide traffic street through the middle and narrowing the boundary streets to make them serve only the bordering residences. Union Square, where there is an awkward combination of a stream and five street branches, is a problem that requires study, as does the river front, now filled with shacks occupied by a poor class of citizens. This border line is to be reclaimed and transformed into a driveway that will do honor to a part of the city that nature made most beautiful.

The trees of Poughkeepsie are principally elms and maples, and greatly beautify the residence streets. There is no city forester, but under the superintendence of the Park Department all street trees have been trimmed this year to give better lighting. The example of Christ Church in putting its trees into good condition was

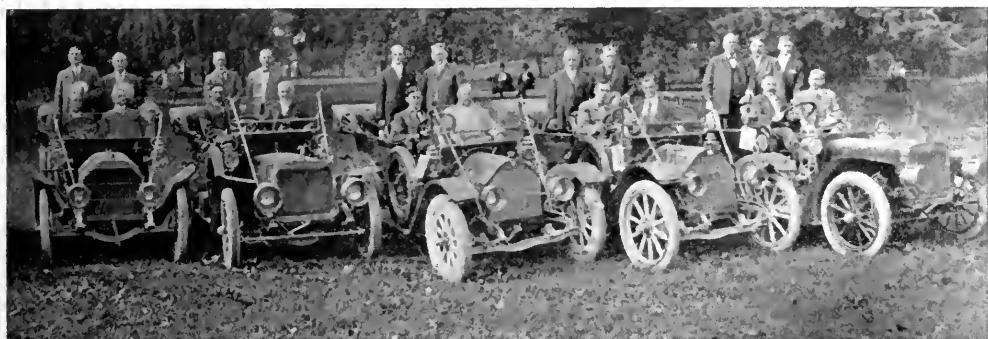
which has had two successful seasons under the management of a committee of two ladies and two gentlemen assisted by a number of volunteer workers. The efficient director of the School is Mr. W. L. Wildey of Barrytown, whose weekly day-and-a-half of personal service has counted for a great deal in the control and instruction of the 269 little gardeners. It was the Parsons Garden School of New York, of which Mr. Wildey is a graduate, that inspired the idea of the Poughkeepsie Garden School, and the capable committee in charge deserve great credit for the broad results attained on an economical basis.

Three of the four corner sections of the garden are divided into individual vegetable gardens of 4 x 8 feet. There is a flagpole in each of these sections, and the flag waves proudly over the section which has been approved by a committee of inspection as showing the greatest improvement for the past week. The remaining section is

devoted to observation plots of flowers and vegetables, which are cared for by all the children as common property, and which furnish a pleasing variety. A shed near the garden was made over two years ago and fitted up with tools in racks and with all the necessary implements.

The Garden School is supported by a generous public; the children have no expense except for the notebooks in which they write their observations. That the undertaking pays the small gardeners in a material way is indicated by the single item of 400 quarts of string beans raised last season. The children have learned to know and love nature; they have become considerate of others' property, have been trained to diligence and careful observation, and have grown to respect work and

an establishment. A far broader, better equipment is now being developed. Up to this time all classes of cases have been received with the idea of ridding the city of disease as far as possible, but it is realized that to obtain the best results a separation must be made between those who require hospital care and those who can live in the open and come into the hospital for their meals. Larger quarters are needed with a maximum of light and air and every convenience for treatment and the maintenance of sanitary conditions. This dream is coming true. The county has contributed \$25,000, and the city is to collect the other half of the \$50,000 needed to build the combination hospital and sanitorium. Dr. Grace N. Kimball of Poughkeepsie has been most indefatigable



ON POUGHKEEPSIE'S CLEAN-UP DAY LAST JUNE

to see how their own homes may be helped and beautified. This is all a part of Poughkeepsie's training in citizenship. The greatest need of the undertaking at present is to secure the services of a young woman who would take a school gardening course, and assist regularly, thus relieving the volunteer workers, whose opportunities are necessarily limited.

Within easy driving distance of the center of the city there is a farm of 34 acres in a slightly location from 210 to 310 feet high, where Poughkeepsie has been fighting the great white plague. An ordinary farmhouse has been used as a hospital accommodating ten patients. Besides this there are tents and a pavilion for men and one for women, giving outdoor accommodation for twenty more patients. In eighteen months out of seventy-five cases sixteen have been discharged as cured or "arrested."

This is excellent work with so meager

in this project and in securing the plans, which are already drawn and approved. Examining them, one notes at once the most important feature—the complete separation of the hospital patients from those of the sanitorium, who, coming in from their tents, find lavatories and dining room arranged for their accommodation in a way that does not bring them into contact with the more serious cases. Every need of administration and domestic convenience is met. The ground plan of the building, with its long wings and broad compact body, is not unlike the outline of a graceful moth that has settled on the breezy hillside. Long, glass-enclosed porches and hinged windows opening outward from the sloping roofs of the wings give plenty of light and air. The old farmhouse will become a residence for a physician or possibly for the farmer in charge of the grounds. It is to be hoped that the balance of the \$50,000 will be soon gathered

in, so that there may be no delay in the consummation of this really remarkable achievement.

THE AMERICAN CITY has already introduced Charles J. McCabe of Poughkeepsie to its readers as a chief of police who prevents crime. He is the man whose salary was increased because the people demanded it, and were ready to raise it by popular subscription. That speaks well for public appreciation of efficiency in office.

The volunteer Fire Department has the record of never allowing a fire to which it has been promptly summoned to get outside of the building where it started. There

tremely detailed, and is intended to cover every point of health and safety, convenience and suitability. Building operations are active: during 1910 work has been finished or in progress on 112 dwelling houses and flats, besides several churches, factories and stores.

The city is proud of its excellent public and private schools and of Vassar College, and appreciates thoroughly that it profits by the presence of a corps of educated, progressive people who do not sit aloof in a contented circle of intellectuality, but enter heartily into civic life, and feel themselves a part of all that con-



THE PERSONAL INSTRUCTION GIVEN BY MR. WILDEY IS VERY VALUABLE TO THE CHILDREN OF THE GARDEN SCHOOL

are seven finely equipped fire houses in the seven wards of the city, and they serve as club rooms for the men. There is a healthful rivalry between the companies, which increases good service.

The city pays \$4,000 a year for the collection of garbage, which is disposed of in the country for fertilizing purposes. Now that the streets are good enough to be flushed, the city is about to have a suitable flushing machine. The householders take good care of their places; the yards are deep, and there are no alleys into which rubbish can be poked. Poughkeepsie made a good showing to the automobile inspection party on the clean-up day last June.

A new building code has recently been approved, which is believed to be the best for its purpose in the country. It is ex-

cerns the city's development. This influence seems to permeate everywhere. The civic usefulness of women has been well attested here.

The power of the public press has been put to good use in Poughkeepsie. Four daily and two weekly papers have spoken freely on the city enterprises in which a wide reading public is interested. This important field of coöperation is keenly appreciated by the best men and women of the city.

One grows enthusiastic over a city that is working, growing, seeking to get and to give the best in civic life without any blare of trumpets from emblazoned walls. Such activity and courage and mental grasp bring results that rouse many another city, and that is why it is worth while to tell Poughkeepsie's story.

# Home Rule for Cities\*

By Hon. J. Barry Mahool

Mayor of Baltimore

The subject for discussion today is brought about by nothing more nor less than a desire on the part of an increasing number of people to attend to their own affairs and to remedy a condition which has become intolerable. In 1790 only 3.35 per cent of the population of the country lived in the city; but the habit has since grown to such an extent that we have at present about 33 per cent living in the cities. The question is therefore a pertinent one whether it is not incumbent upon this 33 per cent to evolve a system of government suited to the condition under which they live rather than accept a system handed down from generation to generation, but which has proven defective under the new order of things.

The development in government in this country has been along state and national lines rather than municipal, and we find the city organizations are like Joseph's coat, of many colors. In recent years there has been an increasing desire among those having the welfare of the nation at heart to pick out and strengthen the weak places, and to evolve a system which will put in the hands of the people the tools with which they can hew out a perfect form of government. With the wonderful ability of our people to obtain results in other lines, I am optimistic enough to believe that we can solve this problem also, and make our city government a means of saving the nation rather than, as one writer on the subject says, "a danger which threatens the security of the democratic republic of the New World."

There are many influences which enter into the welfare of the city which must be considered; but I can truthfully say that I think local home rule is at the very root of good government, as it brings into play the greatest amount of civic spirit.

The term "home rule" is often mis-

understood. As sometimes defined by its opponents very few would be in favor of it. The advocates of home rule do not claim or desire that the cities ought to be entirely independent of state control, for when the general interests of the state are concerned the state must be paramount, and the general laws of the state should and must apply to the cities as well as to the country. But we do object to special and local legislation for the cities, often under the guise of so-called general laws.

Before proceeding with a discussion of the question it may be well to give a brief resumé of the progress made toward home rule, and the extent to which it is now enjoyed by the cities of the United States. It had its origin in Missouri in the constitutional convention of 1875. Legislative interference in municipal affairs had characterized the history of that state as it had that of the other states, and there seemed to be a general demand for radical treatment. The result was that a provision was inserted in the constitution of the state permitting cities of a given population to frame their own charters. The only restriction is that the charter must conform to the constitution and laws of the state, but otherwise the cities have the power to provide such schemes as they may see fit. This was a decided step in advance, and the example has been followed by California, Washington, Minnesota, Colorado, Oregon, Oklahoma and Michigan. Michigan is the only state east of the Mississippi which permits its cities to frame their own charters. It is not pretended that home rule charters will bring about ideal municipal government, but it makes the people themselves directly responsible for it.

The American practice is just the oppo-

\*A paper read at the 14th Annual Convention of the League of American Municipalities.

site of the European, and it is a generally accepted fact that municipal government in Europe is superior to that in this country. The continental municipality is not a government of enumerated powers, as is the average American city, but is subject to special enumerated restrictions, and beyond these restrictions can do as it chooses. The European system leaves the city a definite sphere for local action in which the central authority refrains from interfering, whereas the American system concedes only such powers as have been specifically granted and which, except the constitutional restrictions in the few states enumerated, may be further restricted by the legislature at any time.

The Supreme Court of Michigan, through Judge Cooley, enunciated the doctrine that back of constitutional provisions lie certain inherent powers of local self-government—the doctrine that "local self-government is a matter of absolute right, and the state cannot take it away."

Dr. Milo R. Maltbie, an authority on municipal questions and a member of the Public Service Commission of New York, has the following to say on the subject:

"This power of the legislature has been exercised so freely that it has escaped all bounds. There is scarcely a single item in municipal administration, from the construction of a \$20,000,000 city hall to the increase in the salary of a bridge-tender from \$600 to \$720, which has not at some time and in some state been the basis of action by the legislature. Officers appointed by state departments have ruthlessly been substituted for officers elected locally by the people. The construction of public works has been ordered and forced through, even though the locality opposed it, and though there was no need for it; and in the same breath an urgent appeal for authority to perform some pressing duty has been overwhelmingly denied. Municipal revenues have been diverted into the state treasury, and cities have been made to contribute in various ways a larger and larger proportion of the cost of public works in far distant rural districts. The minor matters of city government also come in for their share of attention. A policeman has been discharged for misconduct; the legislature orders his reinstatement. An easy berth for a political heeler is wanted; the legislature obliges the district leader at an expense of \$1,250 per year, regardless of the city's wishes. A claim against the city has been thrown out by the courts; the legislature directs the payment of the claim. A corporation wants

an alley for a switch yard or a franchise in the principal city street, and cannot get it from the city authorities without paying a small sum; the legislature, so solicitous of the development of the city, grants the request and imposes no obligation whatever in return."

Some states have constitutional provisions prohibiting special legislation, and these provisions have no doubt been of some value to certain cities; but there are states in which these prohibitions are either wanting or not effective, and in these cases the legislature undertakes to legislate on the most petty matters of local concern. To show that the home rule provision must on the whole be satisfactory, it has never been proposed in any state to repeal the home rule provision.

City-made charters as a rule more nearly conform to the best principles of political science, have greater unity and consistency, are better adapted to the needs of the locality, respond more quickly to local needs and changes, than do the legislative charters. The advocates of home rule do not claim that it has brought a revolution in city administration nor brought the millennium.

Under home rule responsibility is not only focalized but localized. State control and administration of the city may centralize and fix responsibility, but the persons in authority are out of reach and are not responsible to the people directly concerned—the inhabitants of the city. They are not elected by the locality, and consequently they can neither reward for efficient administration nor punish for mal-administration. With home rule the conditions would be reversed. This applies not only to administrative officials but to charter-making as well, and the localization of responsibility is no doubt largely responsible for the satisfactory character of charters framed by the cities themselves.

The educational value of home rule should not be lost sight of. A city never learns to administer its affairs by being governed from the state capitol. The Western cities have made experiments and acquired valuable experiences. There have been failures, to be sure; but there have also been successes, and, what is of chiefest importance, the lessons have been learned and the cities are wiser and stronger on account of them.

If legislative interference on the part of the state be removed, it will throw responsibility on the city; and, having the power to accomplish something without having one's efforts set aside by outside interference, men of ability and civic patriotism will come to the aid of the city. Not only will the city benefit by such a procedure, but the state as well, for it will then be possible for legislators to give their full time and attention to matters of general legislation. Under present conditions local matters absorb practically all of the session. In fact, local matters are generally paramount, since each member feels that it is more worth his while to secure some special or local measure which would be pleasing to some of his constituents than a measure which would benefit the entire state. This kind of legislation is practically inevitable without home rule—home rule for the counties as well as for the cities—since there is no power vested in the local authorities to secure the desired legislation, and resort must be had to the legislature.

Some time ago Governor Hughes of New York, who has given much thought to governmental questions, declared in a speech that the state, while recognizing its power and responsibility with regard to each locality, should see to it that the grants of power were complete and when given should not be interfered with. He stated that he had opposed certain bills increasing local salaries on the ground that the local authorities were the ones to pass on these questions. As a matter of fact many cities in the east do not have the power of fixing the salaries of their officers—a matter of purely local concern. It was only quite recently that the city of Baltimore was given this power. It is very remarkable when you come to think of some of the questions of local concern which are the subject of legislation by the state legislature. Not infrequently the legislature enacts a law requiring the city to pay a pension to a policeman who has been discharged for cause or removed for incompetence. It required an act of legislature to enable the city of Baltimore to agree to maintain branch libraries to be erected from the \$500,000 given by Andrew Carnegie for this purpose. It also

required the permission of the legislature before the city could make an agreement with the Playground Association for maintaining and keeping open playgrounds in the city for children.

The mayor of a city is held responsible for the enforcement of laws and for the administration of the municipal government, yet at the same time he is deprived of much real control, since he has no voice in making many of the laws of purely local concern. Furthermore, many municipal officials and boards are appointed, not by the mayor, but by the governor of the state. Care is always taken, however, to see to it that the city foots the bill. To give a concrete instance, neither Boston nor Baltimore have any control whatever over the police force. The heads of the police departments in these cities are appointed by the governor, although the state bears no part of the expenses. If we are to have responsible government, if we are to have efficient administration, power must be conferred upon the local authorities. Under present conditions authority is divided, and consequently responsibility is distributed among a number of officials. It seems, however, that the mayor is really held responsible, since he is blamed for nearly everything that goes wrong in the city. The time has come when the cities must fight for local selfgovernment—for the power to manage their own local affairs without resorting to the legislature every two years. Do you know that there were over fifty acts passed by the Legislature of Maryland in 1908 relating to the city of Baltimore. Not more than two or three of these acts at most related to any question about which the rest of the state was interested in the least or should have been consulted.

Economy in time is a sufficient reason for taking local matters out of the realm of state legislation, but the fundamental reason is that purely local affairs should be managed by the community itself. What do the members from the other sections of the state know of local needs? This is especially true of country members, not that they are less intelligent than the city members, but they know nothing, except in a vague way, of city life, or city problems. They have very little, if any, idea of

the tremendous and vital differences that exist between the city and country on account of economic, social, and industrial conditions. They have not come in contact with the city problems, nor have they suffered from them. The average country member generally thinks of the city as a place of dreadful temptation, of crimes, immoralities, etc., and he proceeds to pass legislation to prevent those conditions, without really understanding the causes which produce the conditions.

Another element enters here—the enforcement of laws passed by country members for cities. The old adage is that the best way to repeal a law is to enforce it, but Mayor Brand Whitlock has modified this adage, very wisely it seems, by saying "provided the people against whom it is enforced have the power to repeal it." In so many cases the laws are passed by state legislature where the city members are in the minority. If the law does not meet the approval of the community in which it is to be enforced it becomes a dead letter, and the fact that one law can be violated with impunity produces a disrespect for all law. It would be no more absurd for the city members, were they in the majority, to enact legislation prohibiting the planting or gathering of crops except in certain months, in certain ways or by certain means, to fix the hours for going to bed and getting up, the kind of animals to be kept, crops to be planted, salaries to be paid farmhands, etc., than much of the legislation which is now passed for the city by country members. Give the local officers of the counties and cities the power to regulate their own local affairs, and there will be a general improvement in local government, and the character of state legislation will be much improved. Certainly matters will be no worse, friction between country and city members will be removed, and responsibility will be placed where it belongs, *viz.* on the local officials who are chosen by the several localities.

The idea of home rule is not new; it has been tried very successfully. The government of English cities is recognized as efficient, and the law under which they operate was passed in 1835. Mr. Horace E. Deming, a recognized authority on municipal government, says that under this act the English cities have developed models of progressive and efficient government

adapted alike to their political traditions and local needs. He declares that

"The first requisite is that the government shall be the product of and conform to the will of the governed when that will is deliberately expressed; shall be evolved from and responsible to the people it governs, not imposed by some outside authority. No other government can be good government according to the American democratic ideal, and the struggle to attain the realization of that ideal is the most potent and most permanent factor in our political development."

The National Municipal League has devised what is known as the Municipal Program—a model charter for cities. It is simple, brief, concise, and the grant of power is general, not an enumeration such as we find in almost all charters; and with a charter of this kind municipal government would take a great stride in every city. In speaking of this plan, Mr. Deming (one of its authors) says:

"Clothed with ample authority to administer their affairs, the people of the city cannot secure relief from their mistakes by application to outside authority, nor can they be made to suffer from the misdirected kindness or evil interference of any outside authority—this is the central thought of the Municipal Program. This will of the people, when deliberately expressed, will control, and the people cannot escape expressing their will.

"The alert public opinion certain to rise under such circumstances will find its sure and adequate expression in the city government. The local government will rest upon and be directly responsive to the local public opinion. This is the inner meaning of 'Home Rule,' a city government responsible to the people of the city. The struggle to obtain it is a part of the great democratic movement to which we have alluded, and which in this country has been progressing with accelerating energy ever since the adoption of the national constitution."

The following resolution adopted by the League of American Municipalities at its meeting in Norfolk, 1907, expresses the general view of those who are actually engaged in administering the affairs of cities, and undoubtedly embodies the best thought on the subject:

"Resolved: that many of the defects and difficulties in the government of American cities result from the refusal of legislatures to grant charters permitting local selfgovernment in matters of purely local concern, and that the utmost liberality in matters of local concern should be insisted upon by all municipalities seeking charters from the state."

Even if the legislatures were always wise and always honest their interference in local affairs would be undesirable. The representatives are state officers, elected to look after matters of general, not local, concern. They are not familiar with city conditions, and can have no definite idea of city needs. Furthermore sufficient publicity of proposed measures is not secured, and the people to be affected have very little opportunity for enlightening the lawmakers. The lobbyist may secure the passage of his measure before effective opposition in the distant city can materialize. And, most serious of all, the legislator is not responsible for his action to those who are governed by his measure. He is under no obligation to the city, does not depend upon it for his political future. In such an attitude no man, however patriotic, can exercise that enthusiastic solicitude for the city's welfare which its interests imperatively demand.

The nation has the right of independent initiative in national affairs, the state in state affairs, the individual in individual affairs, but the municipality must have *permission* from the legislature for everything it does. If Baltimore wants to do anything she must consult with Annapolis, Frederick, Cumberland and all the other towns, cities and counties of the state. The Pennsylvania Legislature passed a law several years ago for the erection of a city hall in Philadelphia, the work to be done under the control of a state commission, but of course the city paid the bill.

The legislature has gone to the extent of passing a law requiring the city to pay a claim which had been refused by the courts. If a law had been passed requiring a railroad company to pay a similar claim,

the courts would unhesitatingly declare the act unconstitutional.

In conclusion, the following consequences resulting from municipal dependence on legislatures may be mentioned:

1. A chaotic mass of legislation and court decisions, too bulky to be easily understood.

2. An eternal running to the legislature for special legislation, permission to do the smallest things. A city having to ask legislative permission to compromise and settle a claim, to repair its own property, to buy a water or light plant, to take a bequest for a public library!

3. The absence of municipal independence cripples local patriotism, creates a disastrous apathy in many honest citizens, loses the educational development that is derived from an earnest attention to public questions.

4. The dependence of the city on the legislature aids the lobbyist not merely through the apathy it causes, but also by shifting the scene of action to a field where corruption arises more easily in respect to city affairs than it usually would in the city itself.

5. The path of progress and reform is blocked by the inertia which results from the necessity of having to fight every measure through the legislature against the force of private interests, the indifference of legislators from other sections of the state, and the lack of local public spirit and patriotism due to the absolute dependence of the city.

6. Lack of time to be given to general legislation, so much time being given to local and special legislation.

The only cure for these and other evils of municipal dependence is municipal independence.



# Mayors and Municipal Health\*

By John A. Kingsbury

Assistant Secretary New York Charities Aid Association

Is there a health officer who has not been repeatedly discouraged almost to the point of giving up his struggle for better health conditions in his city or state, because of his inability to secure the necessary financial support for his work? Is there a health officer who has not vainly implored and importuned the mayor and other officials who control appropriations for the share of the city's funds to which the health department is justly entitled. Assuming that our health officers are working courageously and conscientiously in behalf of the public health, the answer to these questions is found in the bulletin recently issued by the United States Census Bureau on "Statistics of Cities for 1907." This bulletin contains these enlightening figures for the 47 cities in the United States with a population between 50,000 and 100,000:

	Number	Appropriation
Firemen .....	4,899	\$4,632,497
Police .....	4,822	4,262,322
Health Inspectors	247	842,842

There can be no more eloquent evidence than is borne by these figures of the failure of those who control finances in cities to appreciate the relative importance of the protection of property as against the protection of health. We rejoice in the liberal appropriations for police protection; we rejoice in the generous support given for the protection against fire; but we deeply deplore the lamentable lack of funds for the protection of public health. We need not give ourselves much concern, however, about the support of the police department, or of the fire department; merchants and manufacturers who have their stores and shops to protect from burglaries will see to the former, and the latter will be taken care of by the fire insurance companies. But who will look after the health of the city, and see that the health department receives its share of financial support? How shall we get the ear of the

mayor, and how shall we bring to him a full realization of the importance of municipal health problems?

Too long has the health department remained in second or third rate position. Too long has the health officer been regarded as a necessary nuisance that had to be endured, at least during epidemics and plagues. This situation is due to ignorance, which in turn is due largely to our failure to get the facts before the men who control the funds, and to state these facts in such form as to make them convincing. This condition must not be tolerated longer; we must enlighten those who have their fingers on the purse strings.

To this end, I propose a conference of mayors and other municipal officials having to do with the fiscal affairs of cities, for the consideration of municipal health problems, such a conference to be held in every state in this and in our neighboring nations.

But "Why," suggests an editorial in the *New York Evening Post*, "should mayors spend time and public money in listening to information that is accessible enough in printed form?" The editor himself responding, said, "The answer is that personal contact among a group of men doing the same work is a way of stirring the enthusiasm that begins to flag under the strain of daily routine. From a two days threshing out of problems, theories and remedies, a mayor may bring back a vivid realization of the public need that no amount of printed pages can supply."

The mayor of a modern municipality should be in touch with the times, and particularly he should be abreast of this age of sanitary science in all questions concerning the health, happiness and comfort of the people. But there are so many particular things demanding the particular attention of every particular mayor! "How," he demands, "am I to judge which to attend to?" That is his concern. Ours is: how is his particular attention to be drawn to the problems of public health?

\*From a paper read at the 38th Annual Meeting of the American Public Health Association.

To this end I wish it were possible to bring the mayors from all over the land to an annual meeting of the American Public Health Association. I wish it were possible to get these mayors to meet here with you experts. I wish it were possible for you experts to arrange for the assembled mayors the very best and most practical program dealing with municipal health problems that it is possible to plan. Who will measure the effect of such a meeting if it could be brought about? If you could but concentrate the attention of the mayors of all American cities on this subject for one week—aye for one day,—if you could show them all the possibilities in the promotion of public health work in life saving, in money saving, and, if you please, its political possibilities, what a tremendous influence for good you could exert, what a marked gain there would be in this whole field of social endeavor.

But obviously, such a great gathering is quite impossible. Consequently, it looks as though you were doomed to gather together here from year to year, reporting more or less progress, and continuing in the endeavor to enlighten each other. Nevertheless, you sanitarians in a sense occupy a most enviable position. You actually have more knowledge than you know what to do with. In most callings the difficulties encountered are chiefly from lack of knowledge. As soon as the knowledge is acquired in most lines of endeavor it spreads like a western forest fire. Why? I, myself, can remember when we were snuffing out candles, and it seems to me even now that I can smell the oil lamp on my fingers. Yet all this had to be endured because of ignorance, but the electric light now shines in every home. Indeed, electricity has transformed the world. Most of this knowledge came into the world it almost seems over night.

Compare the rapidity with which the world became acquainted with wireless telegraphy, with the airship, and with a hundred modern inventions in the industrial world, with the slowness of the public to grasp the meaning of the remarkable blessing which was conferred upon humanity by the wonderful discoveries of the late lamented Dr. Robert Koch and his contemporaries in the field of bacteriology and preventive medicine; compare the countless millions that have been put into

the exploitation of knowledge that can be commercialized with the few thousands that have been reluctantly provided to fight tuberculosis, bubonic plague, smallpox and other plagues. The world grasps eagerly for every bit of new information for its material development, and it is revolutionized. Too often it turns a deaf ear and a skeptical eye upon the man who has made a discovery which will increase the sum total of human happiness by lessening human misery. To the man who offers gratuitously his knowledge to society for its benefit eventually perhaps fame brings her wreath of laurels, but, as usual, she finds her poet dead.

Notwithstanding this situation which we have long endured, gradually we are coming to appreciate the truth of what Dr. Osler has so well said:

"Measure as you may the progress of the world—materially, in the advantages of steam, electricity and the other material appliances; sociologically, in the great improvements in the condition of life; intellectually, in the diffusion of education; morally, in the possibility of higher standards of ethics—there is no one measure which can compare with the decrease of physical suffering in man, woman and child when stricken by disease and accident."

It must, therefore, strike you sanitarians as an exceedingly strange state of affairs that in the field of preventive medicine you have an abundance of knowledge that you can't give away. That is a sad situation. What a pity some man could not have patented the fresh air treatment for tuberculosis. He would have been many times a millionaire and his treatment would have been more popular no doubt, than Peruna, in which event tuberculosis must have disappeared. However, in some directions you have made headway. You have quite successfully given the world what knowledge you have concerning smallpox, diphtheria, and to a great extent typhoid fever and certain other diseases. But you have done this without much help from private capital. It is the public purse that you must look to for the exploitation of the valuable store of knowledge you have accumulated. Hence, in order successfully to exploit this knowledge you must find a way to get hold of the man who holds the public purse strings and make of him a staunch ally. In most cities that man is the mayor, together perhaps

with other city officials associated with him. But how are you to get hold of him, since you find you can hardly hope to secure the attendance of all these city officials at an annual meeting of the American Public Health Association?

Do the next best thing. Take the best program you can plan and present it in every state to the mayors and other prominent city officials in a conference assembled for the express purpose of its presentation and for its discussion.

Experience has proven that this can be done. Such a conference was recently held in New York State and met with unqualified success. The Conference of New York Mayors, held at Schenectady last June, was attended by 34 out of a possible 45 mayors of second and third class cities, and eight additional cities were officially represented by officials other than the mayor, making a total representation of 42 out of 45. If you want to know how this unusual attendance was secured, write the Mayor of Schenectady, or the State Charities Aid Association in New York City, which is the organization that assisted greatly in working out the program, as well as in other arrangements.

The conference was called by Mayor Duryee of Schenectady, and the sessions, extending over two days, embraced a wide variety of subjects affecting public health. As a rule some expert of national reputation was called in to present a carefully prepared paper or address of twenty minutes. This was followed by informal discussion by mayors, health officers and other municipal officials, each limited to five minutes.

This conference was timely and it is evident that it dealt with a timely subject. It has stamped public health upon the public mind as a question for first consideration in New York State. Five years ago any one who had suggested that in 1910 the mayors of New York State, in conference assembled and 75 per cent of them present, would have adopted such resolutions\* as those passed at the Schenectady Conference, would have been deemed a dreamer of dreams.

In a conference such as I have proposed, city officials who control the expenditure of public funds can be most forcefully impressed not only with the

great public need in this direction, but also, as I have already suggested, with the political possibilities which are inherent in it. Dr. Devine, in his recent book "Misery and Its Causes," has stated the whole argument which should confront the mayors in an admirable manner, and I can do no better in closing than to quote it:

"No community is so poor that it can afford to permit typhoid for the lack of a filter, or inefficient children for the lack of good schools, or criminals for the lack of playgrounds, or wayward girls for lack of protection, or exploited childhood for the lack of a factory inspector, or industrial accidents for lack of a compensation law or an insurance system. These things I repeat are not luxuries. . . . Economic prosperity is essential and I would be the last to argue in favor of reckless waste of resources. Sanity in expenditures is as necessary in social betterment as in private business. I urge the sanity, the reasonableness of assuming the causes of misery, that we may not have to pay for its consequences. We may send children to school, keep them out of factories, provide them with playgrounds, operate for their adenoids, and fit them for useful trades and occupations; or, we may keep our hospitals and courts and prisons and charities going at their maximum capacity. We are right or wrong in the position that these are alternatives. If we are right, these expenditures and enactments, designed to change the adverse conditions, are serious policies, not indulgences to be allowed half good-naturedly and half indifferently if there happens to be plenty of spare money about not required for other purposes. Of course the money must be available or it cannot be spent; but if the advocates of better social conditions of education and health and room and leisure and recreation and reasonable standards are in earnest, if they make it clear that the irreducible minima of these things which they seek, and which they seek not only through municipal expenditure, but in a large part through voluntary coöperation and individual initiative, represent investment and not luxury, they will, I think, escape the reproach of youthful extravagances and of having neglected finance for the more alluring but less firmly grounded social science."

If municipal health problems are placed before the mayors of the cities of any enlightened commonwealth in the light here suggested by Dr. Devine, I believe that the program is sure to capture them. To get this movement under way in any state it is necessary only to present its possibilities to some wide-awake and popular mayor.

\*For these resolution see Vol. III, p. 141.

# What May Be Done in Waterloo

The report by Charles Mulford Robinson on the civic improvement possibilities in Waterloo, Iowa, lays out a program that will need many years for completion. Waterloo is developing very rapidly; it is an exceptionally well built little city in its residence sections, with hardly any front fences, with neat name signs on the street corners, with good sidewalks and well proportioned, well cared for side parkings. The fact that so much has been well done makes the city's shortcomings the more inexcusable and amazing. These shortcomings can easily be remedied, and the way will then be clear for larger improvement plans.

The city has permitted poles for wires to be placed on both sides of the street; these poles are painted white, and stand out in conspicuous array; on them are fastened advertisements and boxes designed to receive "want" notices for the newspapers. The wires are beginning to injure the trees, which are in themselves a graceful frame for the street picture.

No pole should be erected except by written permission of the proper city official as to the exact location; by agreement between the city and the companies a certain distance of conduit should be constructed each year to contain the wires. Street trees may be saved by carrying wires through alleys, or poles may be erected at the rear property line.

The merchants should coöperate to erect ornamental combination electric light standards and trolley poles. Street curbing should have at least a ten-foot radius at the corners.

Waterloo has watering "tanks," most literally. Mr. Robinson's only suggestion in the connection is to remove them entirely and "start all over." The National Humane Alliance will give a well designed, bronze-trimmed, polished red granite fountain to any city that will pay the freight and set up the fountain. A local memorial or gift is more fitting; in any case the "tank" should go. The unpaved alleys, too, are a blot upon the city.

The city ought to have an experienced tree man to secure uniformity in choice and spacing of trees and protection from

advertisers, horses and insects. It is better to use flowering shrubs and bushes or low-growing, ornamental trees in center parking, rather than shade trees that break the long vista. In the exceptional cases where the turf strip between curb and paved sidewalk has been neglected, and absent owners are uninterested, the park commission should be authorized to make the side parking and to assess on the property the cost of the work, which would not be likely to exceed ten or fifteen cents a front foot annually.

While most of the school yards of Waterloo are well shaded, they could be much improved by the planting of vines against the buildings and by encouraging the children to set out flowering shrubs in odd corners. The grounds of the courthouse and the two public libraries could be made more dignified and attractive by suitable planting.

Suggestions are made for the two small parks,—Lincoln and Washington Squares: first, to remove the cheap, poor bandstands; in Lincoln Square, which is flat and conventional—"a dense grove with an occasional flower bed"—the trees should be thinned out, and flowering shrubs and perennials should be planted. With gentle irony Mr. Robinson suggests that the rock borders of the flower beds in Washington Square be removed; they remind him of "the serried beer bottles of other environment."

"As to the rock piles around the trees, I have not been able to think of any explanation for such an extraordinary landscape device. They also must go."

He also recommends a border planting of low growing shrubs at the lower end of the park, which will enclose the little flower garden and "make it look less foolish." The ground rises so that the shrubs will not spoil the view of the park from either side of the bordering street. On the park side of South Street there is no sidewalk; one should run through the park under the double bordering row of arching trees, so that people will not have to cross the street at that point.

Waterloo has no building regulations, and needs them to establish building lines



WHITE POLES THAT GLEAM AGAINST THE DARK BACKGROUND

for different neighborhoods, to control the character of building, to insure plenty of light and air, safety of construction and fire protection. Grade crossings can be eliminated by subways, and where the Great Western Railroad crosses the Illinois Central by an unattractive rampart, the banks ought to be sodded.

We have dwelt at length on the remedying of Waterloo's shortcomings because of its suggestive value for other places. This is corrective work; the creative work outlined could be made of broader use to our readers if the report contained a map of the city in addition to the diagrams of the railroads and the park system. Three sites, of various distinction, are suggested for a new city hall, the hope being that eventually it may be placed on the river

bank. The city is "strapped and bound" by railroads. The Illinois Central has a loop along the river front, where trains should be run by electricity only; the fast through trains could be kept on the main line, on which another small station could be established. The Great Western could construct a freight cut-off by which through freight would be carried south of the city instead of through busy streets. A union passenger station is needed.

"With conditions as they are in Waterloo, the railroads are so located that any site will be pretty central."

There is a River Front Improvement Commission in Waterloo. Land along the stream has been reserved for parks, and there are two handsome bridges in the heart of the city. Mr. Robinson says the first



ONE OF THE FEW WATERLOO STREETS WHICH HAVE BEEN CLEARED OF POLES

duty of the Commission is to determine the meander line on each side of the river. The fee simple title to the bed of the river, as enclosed between these lines, will then become vested in this Commission in trust for the public. A map should be prepared showing the meander line, the low and high water lines and the condition of the enclosed and abutting property. Then a plan should be made, preferably by a committee of three outside experts: an engineer who has specialized on rivers; a landscape architect and a city planner.

Before this the banks can be cleared and billboards and signs on building walls can be removed; in two places willows can be planted to screen the railroad; in another the land can be levelled for a small park with grass and plenty of benches.

A most attractive park and boulevard circuit has been blocked out, all but one of the park units of which are already established and, in Mr. Robinson's opinion, ideally located. It will not cost much to develop this system, and it will be sufficiently varied and accessible to provide much enjoyment. Provision is made for more playgrounds. Certain street extensions and changes are needed; some of them would be so expensive as to be impracticable. A new bridge over the river is talked of, and opposed on account of spoiling the beautiful river view. Mr. Robinson thinks there might be no such unfortunate result, but that it is better to wait and see whether future developments will not make it possible for the city to get along without the bridge. He does



DARK COLORED POLES INCONSPICUOUSLY PLACED ON A REAR PROPERTY LINE IN ANOTHER CITY

One of the streets along the river could have a balustrade protection, and form a promenade on which a new public building might front; or the same space might be terraced for an outdoor café for a good hotel. All the river front should be well lighted, preferably by the "boulevard lamp," a single lamp on a short standard, the long lines of which make a charming reflection in the water.

Waterloo has made a good beginning in acquiring land for parks, the city charter has generous park provisions, and some day there will be a well rounded park system. Boating on the river ought to figure largely in the city's social life, and a municipal river fête, with lanterns and a band and Venetian singing-boats and a prize for the most beautifully decorated boat, would do much for the city and the citizens.

not advocate public markets, particularly central ones, as "they are not provocative of clean streets;" he prefers two small markets, in residence sections where they would be of most use, rather than one central one.

The one thing that most seriously hampers Waterloo's civic advance, as it does the progress of many a city, is the lack of complete union between the east and west sides of the community. There is duplication of effort, a waste of resources, if two parts of a city are acting separately. Mr. Robinson rightly says:

"The city must shake off that spirit. It must be realized that either side alone is too small and cramped for a citizen of Waterloo. He must have, as does the Civic Society, a larger vision, a wider hope and more embracing faith, and make his aim the noble one: the well-being of Waterloo."

# Civil Service Reform In Municipalities

By Albert de Roode

Assistant Secretary, National Civil Service Reform League

The following table, arranged in chronological order of adoption will show in a general way the extent of civil service reform systems in municipalities. The more improved forms of "commission government" provide for civil service reform. The adoption of the commission plan has been so rapid in recent years that the following list may not include certain of the smaller cities which have adopted this plan.

1883—New York. State law providing that mayors of certain cities should appoint civil service commissions. Subsequently extended to all cities, the local commissions to be subject to supervisory jurisdiction of central state commission. Seven villages and seventeen counties now under jurisdiction of state commission.

1884—Massachusetts. All cities under control of a state commission. Law amended to apply to towns upon adoption by town meeting. Forty-one cities and towns under civil service rules.

1885—Philadelphia. Bullitt charter contained civil service provisions, but machinery inadequate to prevent control by politicians.

1895—Illinois. State law providing for local commissions when adopted by popular vote. Chicago and Evanston accepted law in 1895, Springfield, Danville, Streator and Waukegan in 1910. Aurora, Elgin, Peoria and Rockford have adopted, under a permissive state law, merit systems for the police and fire services. Cook County in 1895 adopted law similar to Chicago for a portion of its service.

Milwaukee. Law establishing local commission.

1896—New Orleans. New charter provided excellent merit system. Civil service provision repealed in 1900 and pass examinations substituted, with fixed terms of office.

Galveston. Charter provided system similar to New Orleans. Repealed by commission charter.

Seattle and Tacoma. Charters provided strict merit system. In Tacoma, subsequently repealed. In 1910 Tacoma adopted commission plan with provision for merit system.

1897—Wisconsin. Local commissions for police and fire services in cities over 10,000.

New Haven. Amendment to charter provided lax system. Appointments to be made from any place on list. In 1909, amended to provide for appointment of one out of first three on list.

1900—San Francisco. Charter provision. Baltimore. Charter provision for school teachers. Ordinance established system in fire department and act of legislature established system in police department.

Duluth, Minn. Charter provision. Applies to police, fire and clerical services with certain exceptions.

1902—Ohio. A general municipal code for all cities made ineffective provision for the merit system. In 1908, however, a new code was adopted, containing excellent civil service provisions, which became operative in 1910.

1903—Los Angeles. Charter provision. Portland, Ore. Charter provision.

1904—Denver. Charter provision. Limited to certain branches, but may be extended by council.

Bellingham, Wash. Charter provision.

1905—New Jersey. Law established system for police and fire services in Jersey City and Newark.

1906—Philadelphia. Law provided local commission.

Norfolk, Va. Charter provision.

1907—Des Moines. "Commission" government. Since then Cedar Rapids, Keokuk and Burlington have adopted same plan.

Pittsburgh and Scranton. Law provides local commissions.

Long Beach, Cal. Charter provision. Kansas. Law permitting cities to adopt commission form of government. Subsequently adopted by Wichita, Leavenworth, Kansas City and others.

Colorado. State law permitting cities to adopt by referendum. No cities have yet adopted.

1908—New Jersey. Law providing state central commission. Cities to adopt by popular vote or vote of governing body. Accepted by several cities by vote of governing body, but this declared unconstitutional by court. In

1910 cities of Newark and East Orange and County of Essex adopted by popular vote.

Kansas City, Mo. Charter provision.

1909—Colorado Springs, Colo. "Commission" plan. Also Grand Junction.

Wheeling. Charter provision, limited to fire and water departments.

Memphis. "Commission" plan.

Berkeley, Cal. Commission plan of government, provides for civil service board but gives council full power to except positions from the operation of the merit system.

1910—Detroit by initiative and referendum adopted satisfactory charter amendment which city council refused to pass.

Roughly speaking, there are seven methods of applying the competitive system to municipalities: (1) a general state law applying mandatory system for municipalities, under the jurisdiction of a state commission, as in Massachusetts; (2) a general state law applying a mandatory system for cities with local commissions, subject to the supervisory jurisdiction of a state commission, as in New York; (3) a mandatory system for all municipalities, with local commissions subject to no state supervision, as in Ohio; (4) mandatory laws for particular cities, with local commissions, as in Philadelphia, Pittsburgh and Scranton; (5) general state laws providing for local commissions, upon adoption by popular vote, as in Illinois; (6) a general state law, providing for the acceptance of the system by cities, the administration to be under a state commission, as in New Jersey and Colorado; (7) charter provisions.

It will be seen, therefore, that there is no uniformity of method, and a wide range of choice.

At the outset, there is the question whether the administration of the merit system is to be a matter of state or local control. The present tendency in municipal government seems to be towards what is called "home rule," and probably the extension of the merit system in municipalities will be, for the present at least, through methods giving the control of the system to local authorities.

The rapid progress of the commission form of government makes it advisable to point out a danger, so far as the merit system is concerned. Most commission forms provide only briefly for the merit system, leaving the details and methods to the city

administration. As the system is designed primarily as a check upon the use of public offices as spoils or patronage, unless the statutory provisions are drawn with a considerable degree of precision, a city administration to which is left the development of vague charter provisions may practically nullify the intention of the charter provisions. The provisions should be specific and rigid enough to prevent a city administration, through lax ordinances or rules, from destroying the value of the merit system. In the administration and enforcement of a civil service system there is no question of policy, and consequently no weight to the argument sometimes advanced that the local authorities should have power to prescribe the kind of merit system they want. In adopting a commission form of government, giving so great power to a small body of men, the people have seen the necessity for restricting that power in appointments. It is too early yet to state definitely how commission forms of government with their brief provisions as to the civil service will work out, but in the city of Des Moines there seemed to be at one time a certain irritation on the part of the administration in finding itself subject to restrictions in appointments to office. This is perhaps an inevitable tendency in the early years.

The civil service rules passed by the Council of Des Moines take out from the scope of competition certain important positions the exclusion of which would not seem to be in accordance with the charter requirements. The rules also provide for the certification from eligible lists of five times the number necessary to fill a vacancy, where the charter requires the certification of only *double* the number. This may possibly be a misprint. In the city of Cedar Rapids, which also operates under the Des Moines plan, similar exclusion of important positions is made and the rules provide for the certification of *three* times the number of persons necessary to fill a vacancy, instead of *double* the number, as provided in the charter.

The American people have come to recognize that the competitive system of selecting public officers is essential to proper municipal administration, and this is clearly shown by the fact that wherever the people have had a chance to vote on the adoption of a merit system they have overwhelmingly

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favored it. As the Board of Freeholders of Kansas City stated:

"Any city in the present state of municipal advancement and progress which has no provision for civil service, is as much behind the times as a city without electric lights, telephones or street cars."

A somewhat significant indication of the public support of the merit system is the fact that what was formerly known as "civil service reform" has popularly come to be known as "civil service."

With popular support behind civil service reform it is only a question of time when it will be adopted for all municipalities in one form or another. It is of high importance, however, that at the outset the details should be carefully planned in order that the system may not be subverted from its proper function.

Wherever the system has been adopted in municipalities it has resulted in increased efficiency and economy. This is not always tangible or reducible to precise figures, but there are certain instances of this nature which it is well worth while recording:

In a speech before the Detroit Municipal League in 1905, Hon. Joseph W. Errant, President of the Chicago Civil Service Commission, gave figures showing a saving of \$179,000 in the management of one department in that city. In 1899, the cost of maintaining 1,801 miles of water pipe was \$419,000, while in 1905 the same work cost \$240,000, although the amount of water piping had been increased to 1,978 miles. At the same time Mr. Errant gave figures showing that the cost of keeping streets and alleys clean under the merit system had been reduced from \$19.61 per mile to \$12.00.

From figures given by the Superintendent of the Water Department of Chicago, in a letter dated December 31, 1904, a saving under the merit system of one-third in the cost of collecting water taxes in that city is shown. The following figures show the cost for the year 1894, a year before

the passage of the Civil Service Law, and the cost for the year 1904, ten years afterwards:

Years	Receipts	Expenses	Per Cent
1894	\$3,010,259.92	\$287,306.92	9½
1904	4,000,000.00	260,000.00	6½

"The new warehouse of the Department of Elections, under construction at Eighteenth and Division Streets, is a monument to the efficiency of civil service reform. It is being built out of the savings of an office that was once one of the most wasteful and extravagant in the city government, but which has become through the operation of the merit system one of the most efficient and economical.

"There has long been a necessity for some sort of safe storage for the election booths in use in the city. At present they are stored in an inflammable wooden structure surrounded by furniture factories, and if they were to take fire just before an election the city would not only lose the \$30,000 they represent in money value, but the whole election machinery would be deranged and thrown into hopeless confusion. The warehouse above will be built of brick, with but few doors and windows, will be practically fireproof, and will be amply large enough to accommodate the million or so feet of lumber of which the booths consist. The cost will be about \$9,600. The entire sum was saved out of the appropriation for the department of elections last year, and it is due to operation of the merit system in the office of Registrar Thomas J. Walsh, that the saving was made possible. Since 1900 the department has lived within the appropriations, and has had a small surplus at the end of each year, a condition unknown under the Consolidation Act. Before the adoption of civil service reform, and when elections were held once in two years, the expenses of the Department of Elections averaged \$200,000 a year, and have been known to reach \$290,000. Under the charter the cost has been reduced to an average of \$113,000 a year, and we now have from two to four elections annually.

"It must be gratifying to taxpayers to know that in at least one municipal department it has been possible to make a permanent improvement out of current revenue. That it has been possible is entirely due to Mr. Walsh's economical administration of his office on merit system principles."—Merchants' Association Review, San Francisco.



# The Emancipation of the Garbage Can\*

By Dr. P. M. Hall

Commissioner of Health, Minneapolis

Garbage collection and garbage disposal have been treated of, in a general way, so many times that it would seem that the last word had been said. Instead of handling this great subject in a general way now, probably more can be learned by taking up some phase of the subject in detail. I will, therefore, confine this paper to the discussion of the "garbage receptacle" alone.

As a text for this discussion, let us quote the description of the "garbage receptacle" as found in a well known book on sanitation:

"The garbage receptacle, especially when separation of true garbage is made, is usually one of the commonest forms of nuisance to be found. Every garbage can, unless it is emptied daily and thoroughly washed after emptying (which is practically never done) is in hot weather sure to be offensive. The annoyance from it can probably never be entirely done away with, and it is only with great care and at some expense that it can be reduced to a minimum."

When we consider that practically all municipalities collect and dispose of garbage separately from other forms of refuse, we have exactly the condition as defined—a separation of true garbage. As a basis for this paper letters of inquiry were sent to all cities of 100,000 population and over in the United States and Canada. Replies were received from practically all of them. In the majority of cities it is specified by ordinance or rule that the garbage receptacles shall be water-tight; shall be covered; shall have handles on the side of the can or on the cover; the size is designated from two gallons to two bushels; the materials from which the receptacle is to be made are specified; that it shall be kept in a place remote from dwellings or placed on walks when the hours of collection are known; that the collector shall neither go up-stairs nor down cellar for it, but that the can must be placed on the ground floor, etc, etc.

A very little analysis will show that the

sanitary condition of the garbage can has been the principle factor in determining the cost of the collection of garbage. It may be set down as an axiom in the collection of garbage that the cost of collection increases with the frequency of service. The ability of a man and team to collect is not the amount he collects, but the number of stops, the distance of travel and the number of cans he is obliged to handle, so that a daily collection would necessarily cost more than a collection every other day, and a collection twice a week more than a weekly collection.

The demand for frequent collection has arisen from and because of the sanitary condition of the garbage receptacles. Furthermore, undoubtedly, the sanitary condition of the garbage receptacle has had everything to do with making the mere mention of the word "garbage" an offense. Immediately comes to our minds that same noisome garbage can.

Garbage is almost universally described in the rules or ordinances of cities as the animal and vegetable waste from the kitchen, or as resulting from or growing out of the preparation of food. Garbage is subject to rapid decay, and this decay is hastened by three things—heat, moisture and flies, and yet what we call garbage is but an hour removed from our tables—has been served to us as food.

The first step in the disposal of garbage is carrying it from the house and placing it in the can, and the question naturally arises, why should not this step be a sanitary one, and be made in the direction of educating the householder? Under existing conditions in almost every city, the can is as great, if not a greater nuisance, than the garbage itself. In the primitive days, the Indian, when the offense from the waste products of his house-keeping became too noisome, moved away, but in our day and generation, we remove the garbage and keep the smell. Take the first step—the placing of the garbage, the waste food or droppings from our tables, into any kind of receptacles—wood,

\* A paper read before the Section of Municipal Health Officers of the American Public Health Association.

galvanized iron or what-not, and with the presence of heat, moisture and flies, you will very soon have a foul, maggoty, fly-breeding mess of putrefaction. Such a mess is necessarily a nuisance, requires frequent removal, and is a nuisance every time it is handled from the can to final disposal. Is it necessary that this condition of things should be? Is there no way to eliminate these breeders of putrefaction—heat, moisture and the fly? Is it not a little bit inconsistent that we legislate and talk about fly-infection when we are perpetuating the fly-nuisance in the garbage can by furnishing a most prolific breeding place? It has been said that the annoyance of the can probably never will be done away with. It seems that this condition of things has been accepted everywhere and that nobody has tried. We find, however, exceptions in two cities—one in the United States and the other in Canada, where at least an effort has been made to keep the garbage can from being a constant nuisance, and that is what I have come to tell you about—how these two cities have been trying, and I will say with a great measure of success, to make the garbage can no longer a nuisance.

"Drain garbage of all moisture, then wrap it in paper before putting it in the can, and it will neither smell badly in hot weather, nor freeze and stick to the can in cold weather. Do this and have a clean can at all times."

Heat, moisture and the fly are all eliminated. This rule was put into practice in Minneapolis in February, 1907, and is still in force. The campaign of education was a hard one, but we have won. As one of the garbage collectors said to me within the week, "the garbage cans in my district are clean enough to keep pies in."

It all rests with the collector. He has but to report to the Department that the garbage is not properly drained and wrapped in paper, and no further service is rendered until the rule is complied with. If the house-holder then fails properly to care for his garbage or to have it cleaned up, he is brought into court and fined.

The operation of this rule has its economic as well as its sanitary side. The life of the can is very much prolonged. The garbage will roll out of the can in cold

weather as well as in the summer; if it does not and the garbage is frozen, the can is not emptied, for the house-holder has failed to drain off the moisture. The collector is forbidden to carry or use a pick or crow-bar to dig out frozen garbage, so the can is not battered up. Garbage kept in this way is not a nuisance; does not invite flies; does not need to be collected but once a week even in warm weather, thus making a great saving in the cost of collection. It follows naturally that garbage which is not foul in the can will not be so in the wagon or cart. The garbage can should be kept water-tight, and when not so should be discarded and a new one provided. A great deal of trouble has arisen from the tipping over of the cans by dogs. A recent invention in the shape of a small appliance on the cover makes the cover self-locking and the dog nuisance is a thing of the past.

The size of the can depends so much on the frequency of collection that it need hardly be discussed here. We have found that a 20-gallon can will take care of the garbage of an average sized family for a week, and is easily handled by the collector. It is not necessary, even in a cold climate, to have different receptacles in the winter time, for if the rule regarding drainage of moisture and wrapping with paper is followed, a metal can is just as easily emptied and kept clean in the winter months as a wooden one.

The question of location of the can is determined largely by the method of collection. In general terms it may be said that cans should be placed where they are most accessible to the driver.

The results of over three years of experience with this method of handling garbage in our city have been entirely satisfactory. At first it was laughed at as a fad of the department. We were asked when we would also require that the packages be tied with baby ribbon, but we persisted, and now the public is in accord with us, for they have seen actual results in the shape of clean, sanitary cans which are no longer a nuisance. Is it not a pertinent question that in the collection and disposal of garbage the first step should be a system of collection that gives to the citizen a garbage can which is no longer a nuisance?

# The Conning-Tower

## Arthur H. Grant, Editor

### The Office of Mayor

When, ten years ago, James M. Head became Mayor of Nashville, he found within two weeks that he could not fully perform his duties as mayor and continue in the practice of law, as he had supposed he would be able to do. As he related a few years later, he felt that he must resign from the mayoralty or retire from the firm of which he was a member. He did not want to do the latter, but felt that the people of Nashville had committed to him a trust which he could not in honor abandon. The partnership was promptly dissolved, and for four years Mr. Head devoted himself exclusively to the work of his public office. In a sense Mayor Head was the prototype of the best type of modern American city executive, for at that time an election to the mayoralty of any but our largest cities was regarded rather as an honor than as an induction into a most serious business to which a man should give his whole heart, time and energy. Fortunately during the last few years the possibilities of this high office have been impressing themselves both upon its incumbents and upon the people at large. Better men have been elected—men with higher ideals and a greater desire to serve the city rather than themselves. As the Rochester *Post-Express* recently put it,

"The mayor of the modern city should be more than the mere politician. He should be a student of sociology and all the other ologies. He should be in touch with the times, and in particular should he be abreast of the age in sanitary science, in all questions pertaining to the health and happiness of his people, and in matters pertaining to the beautification of the municipality."

"His people"—that is, or should be, the keynote of the administration of every American mayor. He should feel himself the "little father" of every one of the thousands or millions who have the right to look to him as the guardian of their civic rights and the promoter of their civic happiness. There is almost no limit to the power of a mayor who sees this ideal and dedicates himself to its achievement. Even where

his legal powers are unduly circumscribed his personal influence can hardly be withheld—if he has the great mass of the people behind him, as he will have if he deserves such support; for each year sees the people more ready to sustain the man who is fighting their battles, regardless of party politics, if they feel that he is sincere.

When such a man is found in the mayor's office he should be kept there as long as he will serve. We have not yet, in most cities, got away from the idea that the office is an "honor" that should be passed around. The sooner we realize that the mayoralty is a business, and that, as in any other business, a man who does well should be retained for the public good, the better it will be for us. Even if a man does nothing remarkable during his first short term it were better to reelect him if he be a man of integrity and proved ability in other lines, for it takes a year or two to learn the business, and often a man is retired just when he has really fitted himself for the best sort of service.

Of course there are still mayors who are survivors of the old regime, men who snatch at the honor and perhaps the salary, but who have never a thought of really serving the people who elect them. The mayor of a New Jersey borough wrote across the reminder that was sent him of the expiration of his subscription for THE AMERICAN CITY: "Please discontinue; have not time to read it." Yet from the fact that his borough is in crying need of almost everything for which this magazine stands it seems probable that its mayor is in need of the information the magazine gives. The moral to cities is: elect men who have time and inclination to read, aye to study, whatever will make their administrations most conducive to the well-being of the citizens. Our awakening civic intelligence will probably soon make obsolete mayors who have no time to read up on civic problems, or whose interest in their office is merely personal. At least so we judge from another communication: "Am no longer mayor, and have no further in-

terest in such matters." Seems pathetic, doesn't it, that a man who has held the highest civic office should have no further interest in his city's development when his own selfish ends have been served.



#### A Dollar Saved Is a Dollar Earned

City officials are almost invariably between the devil and the deep sea. On the one hand there is a constant demand for improvements that increases far more rapidly than does the taxable value of property; on the other hand there is vigorous opposition to any increase in the tax rate. Yet delay in making needed improvements is a deterrent of the growth of a city. It is, therefore, coming to be realized by those responsible for their city's development that the same rigid economy must be practised that is enforced in private business undertakings. Difficult as it is to accomplish this under the form of government in operation in most of our cities, in several notable cases administrations have recently been making heroic efforts toward this end, and not without success.

One of the most readily available methods of conserving a city's resources is to secure the lowest possible contract prices for public improvements consistent with good work. This would seem to be too self-evident to call for comment; but the fact is that many of our cities are paying for such work far more than it should cost, because bidding is restricted to local contractors, or to such others as may happen to learn of the proposed improvements in time to put in their bids. In some cases this is due to a lack of appreciation of the possible saving to be effected by securing outside bids; but in others advertising of contracts is intentionally confined to local papers, so that only local contractors may learn of them, for the avowed purpose of keeping the money in the city. This reason, while plausible, will not bear examination; for the two principal items of cost are labor and materials. In most cases the latter would have to be imported even if local contractors secured the work, while it is unusual for outside contractors to import laborers if the local supply is adequate. What really results is that a few men are unduly enriched at the public expense; for, when such a policy is pursued, collusion is not unusual among the local contractors, and contract prices soar unrestrained. The

way to check this is to give the letting of contracts the widest possible publicity in those engineering journals that are looked to by contractors and contracting engineers all over the country for just such information. Even then the local men have a decided advantage over outside competitors, as their plant is already on the spot and they know local labor conditions. Therefore if an outside contractor gets the job it will usually be found that the local men were incompetent to handle the contract or that they were not giving the city a fair price. In any case officials should put themselves in the way of buying in the cheapest market, for in the long run such a course is of the greatest benefit to their city.



#### A Notable Gathering

The annual conference of the American Civic Association, held last month in Washington, exceeded in attendance and interest even the expectations of those who had planned so earnestly for its success. At all the meetings the hall was well filled, the interest of the delegates and of the citizens of Washington being maintained by the excellence of the papers presented, several of which we hope to be able to present to our readers. Great credit is due to Mr. Watrous, the executive secretary of the Association both for engineering the conference and for building up the membership during the past year. But the Association should receive even more cordial and general support than it yet has from both civic organizations and individual civic workers, for only by such co-operative effort through a central organization can the best results be obtained at a minimum of expenditure of effort and money.



#### The Cities' Roll of Honor

Richmond, which was omitted from the roll by mistake last month, has since sent in enough subscriptions to bring it up to fourth place and to make it a close rival of its sister city Norfolk. Tiffin, Ohio, drops out. Otherwise there are no changes of importance, and the order now is: New York, Rochester, Norfolk, Richmond, Albany, St. Louis, Kingston, Newburgh, Boston and Philadelphia and Poughkeepsie (tied), Los Angeles, Elmira, Williamsport, Chicago, Pittsburgh.

# The Cities of the Future\*

By E. Hénard

Architecte de la Ville de Paris

It is not without a certain hesitation that I attack this question of the influence which modern science and industry may have upon the construction and the appearance of the cities of the future. Speculation upon more or less probable hypotheses leads to daring conclusions, sometimes to entirely erroneous ones. Even in apparently logical discussion the precise limit which separates probability from fantasy is very difficult to determine. Bending all my efforts not to step over that line, I will apply myself to seeking out new forms which the street and the house, the constituent and original elements of the city, may take.

Whatever may be its future expansion every large city will always have a nucleus of intense activity and of congested construction. It is a portion of such a nucleus that we will examine. Let us start with the defects of the street and house of today. While the modern house is a vast improvement over that of the last century, it still leaves much to be desired. It is true that we find there an elevator, water, gas, electricity, telephone, baths and sewer connection; but we find also ugly chimneys which spread clouds of unhealthful smoke over the city; ashes and waste of all kinds are emptied into dirty boxes, which are placed along the street in the evening, and are emptied by scavengers in the morning. The cleaning of dwelling-houses is very elementary; carpets are shaken and beaten at open windows, and dust and germs are scattered generously through the air breathed by passers-by.

The street itself is far from having attained its highest development; it is the modern form of the ancient country road, laid out on the natural ground level and provided with a paved driveway and two sidewalks. Underneath the driveway there

is a conduit, designed originally for carrying off rain and waste water, but now appropriated for all sorts of things for which it was not intended. First pipes for pure water and for river water were installed; then pneumatic mail tubes were added, and pipes for compressed air; and finally, growing more and more important and complicated, a perfect skein of telephone and telegraph wires. This conduit is too much encumbered to accommodate the electric light cables, so they have had to be placed under the sidewalks, a little above the gas pipes.

All these systems are laid without order or method. When it is necessary to get at them, each piece of work, whether it belongs to the companies or to the municipal administration, goes on from day to day without any harmonious plan. This is the reason why the city of Paris has for ten years been constantly in a turmoil, and both wheel and foot traffic have become more and more difficult. The earth that is incessantly disturbed loses its consistency; it is then necessary to make a temporary paving, and to wait a few weeks until the ground has settled sufficiently to begin on a final paving, or at least until some other section of the Metropolitan begins to turn things upside down again.

The greatest inconvenience of this system is that it makes very difficult and even impossible every industrial undertaking that contributes a new element to the safety and wellbeing of the inhabitants, and this in the face of the certain adoption of some of these plans. For example, vacuum cleaning is almost sure to become general, and a system of pipes will have to be laid for pneumatic dust removal, to the great benefit of public health. There is no place for this important installation in the conduit. The sending of letters by pneumatic tubes, similar to, but larger than, those which transmit despatches, commends itself as a saving of both time and money.

\*Abstract of a paper read before the Town Planning Conference of the Royal Institute of British Architects.

The uses of cold are increasing, and it is not absurd to predict a network of pipes for liquid air. Coal is a fuel of the factory; it is bulky and dirty, and it is likely that in the future petroleum will be distributed to dwelling houses through pipes. Oxygen combined with petroleum gives an intense, smokeless fire for heating systems, for bakers' ovens, etc. There will be other systems for distributing sea water and even fresh air brought from an island near the coast or from a mountain summit to certain city sections or special inhaling rooms. This may appear extravagant, but it is, nevertheless, an illustration of the installations which future science may demand.

To bring these things to pass under present methods the street would have to undergo periodical upheavals, entailing prohibitive expense for all the companies concerned. To find a remedy we must attack the problem in full, and study out a harmonious plan for a new city, or at least a new quarter of the city; the principle can then be adapted to the transformation of old cities.

The whole trouble comes from the old idea that the street should be laid out on the natural ground level. There is nothing to justify this way of thinking; in fact, if we begin with the opposite theory that sidewalks and roadway should be built at a height sufficient to allow space beneath them for all public service installations, the difficulties will entirely disappear. This, of course, implies a basement floor for the adjacent houses, since the ground floor will be raised to the street level.

Let us look at the plan of a street built according to this new idea, and note the advantages. In the first place, the roadway and sidewalks would be built once for all, like a bridge roadway, and need never be meddled with again except for ordinary repairs. The pavement may be of wood or any other elastic material, covering a smooth floor of reinforced concrete. This floor, built at a height of five metres above the ground, would be supported at the sides by two masonry walls parallel with the front walls of the adjacent buildings, with a small space between. Rows of pillars four or five metres apart would support the roadway between the side walls.

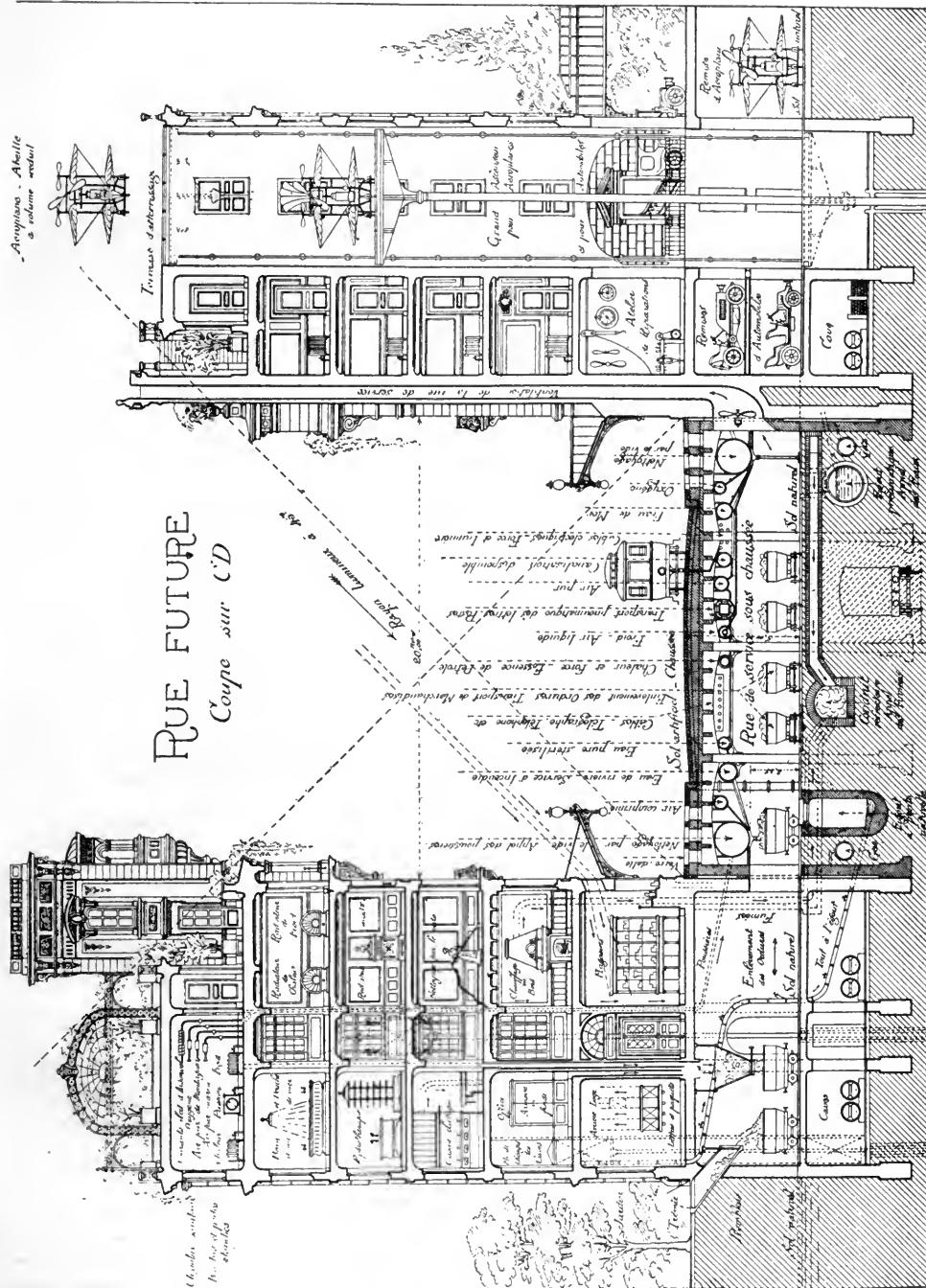
Directly below this roadway would be suspended the whole system of pipes required for the following purposes: vacuum clean-

ing, supplies of compressed air, fresh air and liquid air, river water, sterilized water, petroleum, mail delivery and all the systems of electric wires for telegraph, telephone, light and power, high-frequency currents, etc. Below these systems, all accessible and easily cared for, would be a free space 2.25 metres high, with its floor on the natural ground level. On this floor four tracks would be laid, one metre apart, on which trains of trucks would run, carrying away dirt and refuse as it accumulated at the houses, delivering all heavy and bulky materials, and clearing away rubbish from places where building and repairing were going on.

The two middle tracks would be used for long distance transportation; those on the sides would be used for making up the trains, and would be connected by turntables with the private tracks leading into the houses. The iron gates or gratings where the trucks entered the cellars would be so constructed that there would be no communication between the house and the street without the simultaneous consent of the representatives of the householder and the public service.

This underground street would be lighted at all times by incandescent lamps and by sheets of glass set in the sidewalks. Natural ventilation, aided by electric fans, would be secured by high shafts placed at intervals at the partition walls between the houses. Each house front would be separated from its neighbor by a uniform recess, 1 x 2 metres, at the interior end of which would stand the ventilating shaft.

Below the level of the service street would be laid a small sewer, used only for carrying off water. It might be possible to substitute for sewers laid on a grade watertight mains for waste water, which could be forced out or pumped up regardless of the level of the ground. Under the middle of the service street there would be a large fireproof main for carrying off smoke, assuming the old-fashioned way of heating with wood or coal to be still in use in these houses; but it is to be hoped that smoke-producing fires will then be prohibited, and that their place will be taken by oxygen stoves furnishing complete combustion. In any case such a fireproof main could be used to draw off the gases thrown off by kitchen stoves.



M. HÉNARD'S STREET OF THE FUTURE IS THE PRESENT STREET UNFOLDED VERTICALLY AND ADAPTED TO MODERN SCIENTIFIC PROGRESS

To sum up: this arrangement amounts to unfolding the modern street into two streets, one above in the open air, designed solely for light vehicles and for pedestrians, the other below on the surface of the earth, where all public service systems would be installed, and where all refuse would be removed and all heavy merchandise transported.

We may note as an illustration of this scheme the traffic subways of Chicago between the railroad stations and private warehouses; but these tunnels have the double inconvenience of being placed at too great a depth and of being much narrower than the street. A service road occupying the entire street width is much more advantageous because it makes use of all the available space. When new undertakings demanded more space, or the building of a new transportation line became imperative we could dig deeper, and clear the necessary space for the underpinning, and this could be done for any number of subterranean streets without disturbing the traffic of those above.

In generalizing along these lines we are led to conceive of a city the streets of which are arranged according to the amount and kind of traffic, possibly with three or four roadways one below another: the first for pedestrians and vehicles, the second for tramways, the third for various pipe systems and the removal of refuse and the fourth for transportation of merchandise, etc. We should thus have a many-storied street just as we have a many-storied house, and the general traffic problem, however great, would be solved. However, it is likely that the "unfolded" street, such as I have described, would suffice for a long period in the present state of city life.

In a new city the application of such a scheme would be easy. At the outer end of the first system of streets constructed, in order to establish direct communication with the natural level of the country, there would be a five per cent incline, supported by iron framework which could be taken to pieces and set up further out as the city expanded. The earth excavated from the foundations of houses and other constructions, instead of being conveyed outside the city at great expense and congesting the country with rubbish heaps, could be used to raise the ground in parts

of the city where subterranean streets would not be needed, and to lay out parks, gardens or other public grounds as they might be desired. This method of using excavated earth for filling would determine the height above ground to be adopted for the artificial street.

It would be more difficult to apply this system to old cities. It would be a matter of removing immense quantities of earth in order that subterranean streets might be laid out, because there could be no question of disturbing our art treasures or of interfering with our historic monuments and the time-honored aspect of our ancient cities. But this is not impossible; it is a question of money, and the amount can be calculated. Excavation to a depth of five metres, the construction of the platform and the sewers of the lower street, would cost 140 francs per surface metre, not including the cost of the various mains and electric cables, which would have to be borne by the companies holding the franchises.

The area of public roads in Paris (driveways and sidewalks) being about 3,700 acres, the total expense would be about \$420,000,000. Suppose the operation extends over a period of 100 years; this makes an annual cost of \$4,200,000, which would not be excessive for an annual budget of \$70,000,000. But the entire center of Paris, one-third of its total area, could be transformed in 35 years at a cost of \$140,000,000.

However that may be, the point to be remembered in this discussion is that every new road opened in an old city should be constructed on the principle of a double roadway.

Turning now to examine the adjacent houses, we find that the new industrial arts, alluded to above, will relieve the conditions of modern life, and insure public health and comfort. Besides the passenger elevator there will be a freight elevator running down to the cellar, as well as boxes carrying letters and packages up and down to the different stories. Besides the ordinary tub and shower baths there will be sea water baths for special treatment. Besides pipes for waste water there will be vacuum cleaning and in each apartment hoppers for receiving heavy rubbish, which will fall directly into the trucks on the subterranean street. Electricity will furnish

light and power; petroleum and oxygen will supply heat; liquid air will cool the refrigerators; besides heat radiators there will be cold radiators, so that it will be possible to get any desired temperature at any season and in any place. By controlling the temperature, and the pressure and quality of the air breathed, as well as by using electric currents, it will be possible to arrange in each apartment one or more health chambers, closed by double windows and tight double doors, in which the city dweller, overcome by the intensity of his life, can find a permanent health resort with all the hygienic conditions which he has been accustomed to seek in travel. Do not forget that a metre of fresh air taken from a nearby street, the Rue de Rivoli, for instance, contains 6,000 germs, while a cubic metre of fresh air taken by the open sea or in the mountains, contains only 2 or 3 germs. As for the chimneys with their clouds of evil smoke, they will have entirely disappeared.

Glass-enclosed shelters in various harmonious architectural forms, extending over the sidewalks, will protect the pedestrians from the rain. The normal height of houses will exactly equal the width of the street, so that the rays of the sun will strike the façades of the houses at an angle of not less than 45 degrees. Each householder will have the right to build an elevated walk or balcony at any part of the front that he pleases, provided that it does not cover more than one-fourth or one-third of the entire frontage. Permission will be given to make architectural changes to

facilitate the installation of the wireless telegraph.

We have an absolutely illogical method of roofing our houses; we build our vertical walls of strong, durable materials, and then we cover them with light roofing that will not last more than forty years and which will need constant and costly repairs. The only roofs of ancient buildings which have endured until now are those, like the Panthéon d'Agrippa, built of massive blocks of masonry or concrete. Sloping roofs are all very well in places where buildings are scattered and land is cheap, but in large cities the strong flat roof has the double advantage of durability and of rendering available a space equal to the ground area. With all the various resources of reinforced concrete our roofs can easily be made suitable for gardens, and, far more important in days that are coming, for landing places for airships. We have not yet reached that stage of progress, for the aviator is not yet master of his apparatus, but the day is coming when the entire physiognomy of cities will be changed, when aerial automobiles will fly from roof to roof; when great elevators will serve equally to lift motor cars from subterranean garages to the ground level, and to carry aeroplanes to their roof stations. In those days there will have to be new traffic regulations for the now undefined aerial streets, and the entire city may be constructed on a zone system determined by distinctions between the weight and character of various forms of air craft demanding different kinds of landing places to insure public safety.



# Progress in City Waste Disposal During 1910

By Wm. F. Morse

Sanitary Engineer

A review of the progress made in waste disposal in American communities is interesting chiefly for the promise it offers for the advancement of improved methods over old forms of inefficient and insanitary collection and disposal of waste. The growth of the ideas of sanitation in the minds of public officials on subjects that affect the comfort of the people has been marked by a higher sense of duty to the public and better appreciation of improved methods which have been presented for inspection. Along with the growth of the City Beautiful the progress of the City Healthful has kept even pace.

Referring to previous articles on this subject published in *THE AMERICAN CITY* during the past year,\* and taking up the various phases of the work divided into the collection and disposal by several methods therein described, it may be interesting to review the progress made along these lines in the past twelve months.

## Garbage Disposal by Crematories

The crematory and incinerator system used by the smaller municipalities and communities has not made so rapid progress as has been attained by other methods. There is an evident hesitation on the part of the authorities to adopt a crematory or incinerator design, operated for the disposal of only a comparatively small part of the whole municipal waste output, and demanding the employment of labor and fuel to such an extent as to make it expensive to maintain. The contracts for the construction of crematory plants are limited to only four cities, and in these instances they have been accepted only after a very rigid investigation and thorough preliminary tests and trials for the completion of their contract specifications.

In one instance where two crematories were built under a contract to receive the mixed waste of the city without separation, it was found impossible for the crematory to destroy the required quantity because of the presence of a large proportion

of ashes which could not be dealt with by this method. In this case a compromise was arrived at, by which the people agreed to make a preliminary separation of the garbage and the refuse, and the city agreed to collect these separately and to deliver the garbage to the furnaces for disposal. The ashes went to the dumps in the usual and accepted way, but the extra cost of collection of the garbage must be charged against the cost of doing the work by the city's agency.

In another instance a crematory was built guaranteeing a stipulated amount within a given time, and fell short of the contract requirements. The matter is still unadjusted and the crematory not accepted. In still another instance, where a large incinerator failed of meeting its contract specifications, and a suit by the contracting company was brought to compel payment by the city, it is defended on the ground that the contract was not complied with. It seems very evident, therefore, that the authorities have at last awakened to a sense of their responsibility on the question of the construction and operation of garbage furnaces, and are no longer willing to follow the old line of procedure of contracting for and accepting almost anything that may be presented to them under the title of "Garbage Crematory."

## Disposal by Reduction Methods

This disposal of waste by the reduction system has made very considerable advances along the lines of municipal work.

At Columbus a municipal garbage plant has been installed at a cost of \$180,000, and is now treating some 40 to 50 tons per day, about one-half of its capacity. A late description of this plant by the engineer in charge shows a very complete and thorough arrangement of machinery with several items of new apparatus brought into use for the special purposes of this installation.

There have been two garbage reduction plants to be operated by private companies, contracted for by two other American

\*Vol. II, pp. 119, 177, 223 and 271; Vol. III, pp. 36 and 84.

cities. At East St. Louis there is under construction by the company controlling the process known as the "Weislogel," a plant for the disposal of 50 to 60 tons per day. This will be an improvement on a much larger scale of the plant now in operation at Vincennes. A contract has been let by the City of Bridgeport for the installation of a reduction plant similar to those in use at York and Reading, Pa. This will follow in the main the same methods that are employed in the reduction system at Reading where the work is done by steam and without the use of naphtha.

The City of Boston is now considering the renewal of its contract for a period of ten years with the Sanitary Product Company for the treatment of its garbage, and including also the disposal of all other classes of refuse and ashes under one contract with the same Company. This contract method has been adopted after a prolonged examination of the work in other cities of the country, and in placing all the disposal work in the hands of a company the city radically changes the former method of disposal of a part of the waste by the city's agency.

#### Disposal by Destructor System

The third system of disposal, which has been more rapidly advanced during the past year, is the combustion of all classes of waste by the destructor system. In May last the completion of the great plant at Milwaukee showed that the construction and equipment for the disposal of 300 tons per day were entirely satisfactory; that not only was the work thoroughly well done but the advantages gained by this method exceeded the estimates of the engineers who made the design, and the guarantees of the company which performed the work.

There has been erected a large destructor at Buffalo, which receives and destroys the refuse remaining after the selected portions are removed, as salable in the market, and furnishes power for pumping sewage.

At Westmount, Canada, an additional unit of three grates has been installed in connection with the former Meldrum installation, the combined capacity now reaching a total of 100 tons per day. The returns from the first unit after four years operation proved that the work was so remunerative that it was thought advis-

able to erect an additional unit to be held in reserve anticipating the rapid growth of the city. Ottawa, Canada, has also contracted for a large destructor plant which is now under construction. At Vancouver, where a small plant of 40 tons capacity has been operating for two years, it has been found so advantageous to the city that a contract has been made for a second destructor having a capacity of 120 tons per day. Montgomery, Ala., has now under construction a destructor with a capacity of 60 tons per day, the steam power from which will be used in pumping the water supply, the station of which is near the destructor works.

The Borough of Richmond, New York City, after operating its destructor for three years, has found it so much to its advantage that it is now about contracting for the installation of a plant with a capacity of 90 tons per day, to be located in the central section of the borough, and to care for the waste of something like 40,000 people. The plans include the development of the property as a general station for various branches of municipal work, utilizing the power from the destructor.

San Francisco, after an investigation by expert engineers, has entered into a contract for the erection of two large disposal plants at a cost of \$225,000. These are to be on the northern and southern sides of the city, and are immediately adjoining the area of territory from which they will receive the waste.

The City of Seattle, after an experience of four years with a Meldrum destructor, built under the superintendence of the City Engineer, has now announced its intention of installing four more destructor plants of about the same capacity in different parts of the city. In this city the clinker from the destructor is utilized for buildings.

A destructor plant built at Portland, Ore., during the past year, having a capacity of 120 tons per day, is now just beginning its work, and is expected to fulfill its contract requirements in every respect. El Paso, Tex., is now proceeding with the construction of a destructor contracted for in the early part of the year, which is to be built in connection with the sewage disposal system, affording power for the pumping of sewage by the destruction of its municipal waste.

There are several other cities and towns investigating this question with the intention of ultimately adopting the destructor system, believing that, under American conditions of garbage production and collection, the destruction in an unseparated state by the destructor method offers many advantages over the former means of destroying garbage only by the crematory and incinerator, or its disposal by reduction processes, leaving the other constituents of the waste (ashes and refuse) to be carried to the dumps or disposed of in some other insanitary way.

Another thing is very noticeable in considering the progress of this work, and that is that all the investigations in the erection of destructor and municipal reduction plants have been conducted by expert engineers, who, after becoming familiar with the requirements and conditions of the towns, are able to bring forward a design and estimates for the disposal of

municipal waste, which in each case has been adopted by the municipalities. It is being recognized that the work of municipal garbage collection and disposal is an engineering question, and, as such, should be handled under competent engineering advice in order that the best results may be obtained. It is no longer necessary for a considerable number of gentlemen, composing a committee of councils or boards of health to spend their time in exploring and investigating garbage crematories, when the results of all the work done in the country for the past years can be obtained through books giving this information, and any town can have the efficient assistance and service of engineers who keep themselves posted as to the progress of this work, and are competent to give advice on a question which has heretofore been attended with unsatisfactory results obtained at sometimes very considerable expense.

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# Simplified City Government\*

By Hon. Samuel A. Carlson

Mayor of Jamestown, New York

No greater problem confronts the American people than that of municipal government. In the great rush of this age there has been a tendency among the people of our cities to overlook the fact that the health, safety, convenience and comfort of every inhabitant depends upon the kind of municipal government under which he lives. We have achieved wonders in the industrial and commercial fields, we have built great cities; yet while we have attained greatness along these lines it is to be deplored that the element of commercialism in American life has in a large degree overshadowed the element of true patriotism; but there are signs of a civic awakening all over this broad land.

We are coming to understand more and more that public service is not a matter of partisan politics, not a matter of in-

dividual profit, but a matter of pure patriotism.

We are coming to understand that the municipality is a business institution in which every citizen is a stockholder, and we are just beginning to realize that the only way that these citizen stockholders can secure dividends in the form of reduced taxes and improved service is by the enforcement of the same businesslike, the same direct, the same simplified methods that have crowned with success the great business corporations of the commercial world.

The trouble with most of our cities is the clumsiness of administration through government by a multiplicity of boards; there is too much divided responsibility, too much confusion in the management of public business. No one is authoritatively responsible for anything. The controlling power in nine-tenths of our cities is dis-

\*From an address delivered before the League of American Municipalities.

tributed between a mayor, an aldermanic board, a health board, a police board, a water board, a park board, a lighting board, a hospital board, a public works board, and a board of assessors. The result is not only constant friction and conflict as to authority but often duplication of public expenditures. Public health, for instance, demands clean streets and alleys, a sanitary sewer system, a thorough collection of garbage, a vigilant enforcement of ordinances through police authorities, yet in most cases we find one board in control of street work, another in control of sewers and garbage collecting, while still another is in control of the police. It can be readily seen that the interest of public health suffers because of this division of authority and responsibility, and what is true of public health is also true of other public interests. It is a common occurrence to find one board making costly street surface improvements only to have them immediately torn up by the authority of another board having charge of the water, sewer, or some other subway work. It requires but very little argument to convince anyone that such an unsystematic plan of conducting public affairs means not only inefficiency but a waste of public funds.

Another marked defect in municipal government as constituted in the average city is an excess of what may be termed localism. The idea of territorial representation has been carried too far, resulting in a narrowminded disregard of the interests of the whole, in a morbid watchfulness over the supposed immediate needs of a small part of the whole. This particular form of political disease might be well defined as a malady of ward politics.

There is no more necessity for one or two aldermen to be elected from each ward to promote ward improvements than there is for one or two aldermen to be elected from each street for the purpose of promoting street improvements.

The business affairs of a city cannot be efficiently transacted by men getting together once a week or once a month and simply passing resolutions. The only successful and economical way of conducting the business affairs of a city is by a small board composed of the heads of departments who give their entire time to the public interests, and who are subject to recall by the people. Good government

calls for a centralized management organized without the machinery of party nominations. There is no more necessity for party nominations in city elections than there is for party nominations in the election of officials for a large business corporation.

There are no national problems involved in the affairs of a city. The tariff, the currency, the army and navy questions have nothing whatever to do with city matters. It was Benjamin Harrison who said that "partisan politics is a national necessity but a municipal misfortune."

The great majority of the people of our cities have been blinded by party prejudice; but they are getting their eyes open these days. Many have already discovered that it is vastly more important to vote for a "straight candidate" than it is to vote for a "straight ticket." Speaking in a partisan sense, there is no such thing as a Democratic way of constructing a sewer or a Republican way of constructing a pavement, but there is a business way of doing such things. This business way of conducting municipal affairs implies not only the elimination of partisanship but the concentration of authority so that responsibility can be easily fixed.

Government by republics has always been purest in centralized authority, in president, governor, and mayor, rather than in congress, legislature and city council. Democracy means government that responds to the will of all the people with directness and effectiveness.

It was Theodore Roosevelt who said that "governmental power should be concentrated in the hands of a very few men, who would be so conspicuous that no citizen could help knowing all about them."

There is not a mayor of an American city but has greater opportunities to further dishonest schemes than has a city council, yet the fact that the public finger can be put on him, and the fact that he is accountable to all the people tends to keep him in harmony with the public will, even though he may owe his election to unworthy influences; and the instances are rare where the executive of a city, state or nation has been found guilty of corruption.

There is not a governor of a state but has opportunities for plunder that exceed those of a member of the legislature, yet

while our legislatures have in a measure lost the confidence of the American public, this is not true of the executives. Concentrated responsibility has saved the latter while divided responsibility has partially destroyed the good name of the former.

Simplified city government has already been splendidly exemplified in Des Moines, Galveston and about seventy other cities in America. It is called a new plan as far as municipal government is concerned, yet it is an old tried plan that has been in vogue in the national government since the formation of the republic.

Congress merely makes laws and appropriates money, but the executive, the administrative, the business affairs of the national government, representing the interests of 90,000,000 people, are under the control of a commission composed of the president and his cabinet. We give the President of the United States control over the building of a \$400,000,000 canal, yet we seem to think that it is necessary to have scores of aldermen and a multiplicity of boards to look after the public work of a city which is a trivial affair compared with the gigantic undertaking at Panama.

A vast army of officials constitute the national government, the supreme power of our nation, yet no one has ever found that it was necessary to vote for more than three of these officials, *viz.* president, vice-president, and congressman.

One of the great obstacles to good government in most of our cities is the election of too many unimportant officials at one time. A cumbersome ballot confuses the voter, makes vital issues subordinate to petty politics, and defeats the very ends of democracy.

The business affairs of the city should be under control of the mayor and four properly compensated municipal experts appointed by the mayor and constituting his cabinet. There should be a department of finance, a department of public utility, a department of public safety and a department of improvements, and one of these experts should be at the head of each of these departments similarly to the plan

which has operated so splendidly in Des Moines. The mayor should be subject to recall by the people.

In the place of a board of aldermen there should be a municipal legislature that should meet once or twice a year, authorize the budget, pass upon the mayor's appointments and all legislative matters such as ordinances, etc. Questions which have to do with the formulation of policies and the rights of citizens are matters that call for debate and comparison of views, and it is proper and wise that these questions be considered and deliberated upon by a large and representative body; but the management of all public utilities, the construction of all public work, the control of the police, fire, health, street and other departments are strictly business functions which should be directly under the control of the experts appointed by the mayor who is directly responsible to all the people. For instance, it is a legislative question whether or not a city should own a water, gas, light or transportation utility, but when city ownership has been finally determined upon the management of such utility becomes a business proposition, and should be removed, so to speak, from the realm of legislative discussion to the realm of business doing.

The members of the municipal legislature should serve without pay, and should be elected under the proportional representation system so that all so-called elements of the community would be given representation in proportion to the numerical voting strength. No one objects to majority rule, but with it should also go minority representation, for the minority element may be the progressive element, the business element or the element that represents desirable reforms. Proportional representation would insure at all times the election to the legislative body of at least a certain number of highminded men who would tower intellectually and in every way above the men usually chosen through the influence of politicians skilled in the art of marshalling majorities for mere party purposes.



# Town and Village

Edited by Edward T. Hartman

Secretary Massachusetts Civic League

## The Activities of Morristown Women

In this department for November we told of the community activities of the men of Morristown, N. J. The women of Morristown have been busy at the same time. Last February they organized the Women's Town Improvement Committee, and the results for the season show judgment and energy.

The women organized a junior civic committee, which has succeeded in arousing interest in a more beautiful town among the school children, and has formed a society among them for activities along this line. A number of rubbish boxes have been placed about the town to receive what formerly went into the streets. The playground committee presented a flag and a number of baby swings to the playground, and is agitating the location of the playground in a better section of the town. In a movement to elevate the moving picture shows the children's protective committee has met with encouragement from the managers of the local theatres. The committee has also looked after truants from the schools.

Coöoperating with the Board of Freeholders, the jail committee secured the appointment of a matron for the county jail. The finance and membership committee has secured a membership of 300, and expects to make big increases. The town is without a shade tree commission, and the shade tree and sidewalk committee has been unable to make much progress. It has set out a few trees itself, however. One of the most active committees has been that on sanitation. The "cleaning up day" conducted by it was most successful, and the committee has coöperated with the Board of Health in dealing with insanitary conditions about the town. The work of the city beautiful committee was manifested through the interest taken by the children in gardens and window boxes, many of the streets showing good results from

the campaign. The committee persuaded the Lackawanna Railroad to make much needed improvements in the grounds near the station. It succeeded in bettering conditions in the women's room at the depot, and got a sanitary cup machine installed at the drinking fountain. It also furnished medical and surgical care to several needy families.

This is a good record. It is interesting, particularly as showing the range of activities into which a progressive organization may go when it has the interests of its community at heart.



## Quincy Unsigned Herself

Quincy, Ill., is setting an example which could be followed in every town and village in the country. It is more easy to start a community movement in a small place than in a large one. There is generally more community sense in a small place, if there is any sense at all. What Quincy is doing, therefore, any smaller place ought to be able to do with greater ease, and let us hope the people of no place may say that they aren't quite up to the standard of Quincy people. Others will know they are not, if, after asking what under the sun they can do about signs in the streets, they do not do as Quincy is doing.

Quincy is disposing of her signs, the kind that make so many of our streets a hideous nightmare, things to be shunned, escaped by whatever process. Quincy is doing this by a sort of community upheaval, by an outward expression of an inner feeling which, thank goodness, the people of Quincy have come to possess. It is a manifestation the civic logicians have always said would come when a place had a civic conscience, but we do not often get a chance to see it work.

How did they do it? They simply tore

## THE AMERICAN CITY

down the signs, each man for himself, which failed to fall into the general design of the street, or in any way jarred a sensitive taste, and many of them did. Business men, professional men, property owners, all sorts of men who had signs did it. The movement was started by the Civic Improvement League, and after it had worked awhile a business man, the kind who usually calls such movements sentimental, said: "The Civic Improvement League is doing more to improve the city and make things lively than any other organization has ever done. The business district in particular looks 50 per cent. better and is favorably commented upon by visitors to the city."

This business man evidently does not believe the loss of these signs is going to injure business. In fact he knows it will not. Business men are learning that people of taste, the kind with whom they wish to do business, like to buy where things please them, they do not like to enter a place so patched over with signs that it looks like a worsted pugilist the day after. The people do not like such places and they are learning to avoid them.

❖

#### Pocomoke Waking Up

A little over a year ago the women of Pocomoke, Md., organized a civic club, and commenced to observe conditions as they were to be found about them. They became, as a result, dissatisfied with the condition of the streets, and tried to induce the local authorities to do better, or rather some cleaning. Failing in this, they, this past summer took the matter in hand themselves. They employed a corps of colored workers, and kept them at work each Saturday night on the streets. Sweeping, scraping, digging and several other forms of activity have been indulged in. Weeds have been cut, grass growing where it did not belong has been removed, and it has been encouraged in proper places. In order to encourage the people to keep rubbish from the streets large receptacles were placed in convenient locations to receive it. A town fountain which had forgotten how to flow was cleaned up, refurbished, refitted and the water turned on.

These activities attracted attention and bespoke intention and ability on the part of

the women. As a result their leadership has been accepted, and the people are rallying to their support. The people are contrasting their surroundings with those of "East Sho" towns and intend to keep abreast of any of them.



#### Tree Planting Whether or Not

"Tree planting in Chatham is progressing rapidly. Property owners are required to plant a young tree in front of their property for every thirty-five feet of frontage. The work has met with some opposition from tax payers, but several hundred trees have been planted. They are of uniform size and of the various hardy varieties."

This for a New Jersey town is good. It would be good for any town. Its mandatory nature is unique but most logical. The spotted tree development so commonly seen can seldom be cured in any other way. Let us have more trees, more uniform tree development and more Chatham-like civic activity to these ends.



#### War to the Death in West Virginia

The unsophisticated look upon West Virginia as the land of the feud, mainly because the minds of the West Virginia knights of the yellow quill seem to run in that channel. But true to her reputation there has been sent throughout the state a call to arms and an incitement to seek out and destroy in the following form, signed by the state superintendent of schools:

WAR! WAR!! WAR!!!

"War has been declared on Dirt, Disease, Rubbish, Ugliness, and Indifference to Public Good. Wage Battle on Health and Public Welfare Day, Friday, October 14.

"By all means undertake something for the benefit of your community. Make healthful and beautiful the schools, the streets, and the homes. Teachers, preachers, physicians, editors, and other good citizens are urged to help."

Here is a call to stir the blood of either a warlike or a patriotic people, and no one will gainsay the justice of the cause or the fate to which the enemy is to be consigned. May West Virginia make good, and may her citizens, both present and future, grow strong from the exercise.

But the people must take up construc-

tive along with destructive work. If you destroy the rubbish in a vacant lot weeds and rubbish will soon replace it. The best plan is to make a garden or a playground of your vacant lot. This will lead to the destruction of the filth and ugliness, and will insure against its return.

The great war of citizenship must be for things rather than against things. Every stroke made for a good thing, every impetus given to a good cause, every added value provided for a beautiful community, simply by so much crowds out what is worse. Civic vacuums are as impossible as any other kind. You cannot drive out the bad without replacing it with something else. It is proper to drive out everything that needs to be bettered with bettered conditions. That is moulding the sword into the sickle and the cannon into the plow-share. It is the essence of community building.



#### East Longmeadow's Meeting Method

The Town Improvement Society of East Longmeadow, Mass., reports the method of a recent meeting. The idea is worth passing along. Two citizens, one of them an officer of an active improvement association in a progressive neighboring city, were invited to address the Society. For three hours previous to the meeting the speakers were taken in automobiles to all parts of the village so that they could learn the conditions, and offer suggestions for improvements. When they came to talk they were able to make concrete applications of all their suggestions, and satisfy the craving among the people for information.

Here is the point. It is about time for improvement societies, women's clubs and similar organizations to stop seeking for either intellectual cocktails or short roads to the ideal. The mental cocktail, sought particularly by women's clubs, becomes a habit. It becomes more and more expensive because the more diluted first applications soon cease to satisfy, and expensive cocktail artists become a necessity. And it doesn't lead to results. Short roads to the ideal never work. There are many who are willing to promise to provide them, but they are just about as effective as a patent medicine or a beauty lotion applied through the advertising columns of a newspaper.

What is wanted in community work is some homely soul, a soul mind you, who will look into the community conditions and build the road to the ideal, or start it, from conditions as they actually are. Let's get over the idea that a platform artist who knows nothing about our conditions (they are often found who know but little about any conditions), can show us how to use the ladder by which some other community has climbed to a higher sphere. Each community must have its particular ladder, and it must be planted in the soil of the particular community it is to serve, for the people of a community cannot use the ladder of another community and remain in their own community.

Get a lecturer to look into your needs, and then do not abuse him for pointing them out to you. You do not kick out the doctor who tells you your mother has a tumor which must be cut out. Why, then, is there such a common tendency to criticise as uninteresting, ignorant, harsh and without tact a man who tells you what you need to do.

Whitewashers and flatterers can be hired, but they are not hired by community builders. Community builders hire a man to make a diagnosis, and then they apply the remedy.



#### A Wellesley Citizen's Unique Method

Here is a good suggestion from the Wellesley, Mass., *Townsman*:

"An interesting bit of village improvement work was called to our attention during the past week as showing what each individual may do to help along the cause. While passing through Wellesley Hills Square on a Boston and Worcester car, a passenger threw from the car a picture postal which she had torn into small pieces. These caused a litter on the street which attracted one of our citizens, who picked up all the pieces, fitted them together, learned the name and address on the card and then wrote the following letter to the owner:

"Dear Madam: The enclosed bits of torn card were picked up by the writer in the streets of Wellesley, where they had been thrown from a passing car, presumably by you. I believe it was the result of thoughtlessness, and that had you known how much time and energy is given in the effort to

keep our streets clean and attractive you would certainly have coöperated with us in this work to the extent of refraining from throwing the litter from the car. Trusting that this reminder of your offense this time may help you to help us and other communities to keep clean, I am, very sincerely yours,

\_\_\_\_\_. "

It is safe to assume that the thoughtfulness of this Wellesley citizen will result in adding another to the growing body of people who are thoughtful for their communities. The picture postal has many possibilities as a nuisance. The number can, however, be kept down by such processes as this.

#### Natchez Women at Work

The people of Natchez, Miss., about a year ago felt that all was not as it should be. There was discussion and suggestion till finally the women took the dilemma by the horns and proceeded to hew it away. A summary of the work of the first year of the Civic Improvement League of Natchez is interesting:

"They have planted four hundred shade trees; established Junior Civic Leagues in the schools, public and private; have provided rubbish cans for the principal corners of the business section; have employed a White Wing to aid in keeping the streets free from paper and rubbish; have petitioned the Board of Health to endeavor to dispose of the garbage and waste of the city in a more sanitary manner; but, sad to say, owing to lack of funds, the crematory could not be built at present; have a promise from Congressman Wm. A. Dickson to secure funds for a schillinger sidewalk to be laid out to the National Cemetery; have had the City Council enforce the ordinance prohibiting the defacement of trees, telegraph poles, etc., with advertising signs."

With a view to laying plans for future

work the League is to have a lecture from a representative of the state board of health on the "Fly Pest," and there are many other plans under way for making the season more fruitful in results than the one just past.



#### Needham Salutes a New Arrival

The town of Needham, Mass., has been invaded by the billposter, and the people of one local organization have spoken, in no uncertain terms, as to their opinion on the subject. They say:

"Whereas, the men of the Congregational Club of Needham were organized with the idea of promoting the welfare of the town as well as the Congregational Church, it therefore seems fitting and proper that they should adopt the following resolutions:

"Be it resolved: 1st, that the members of the Congregational Club consider the billboard recently erected on the lot opposite the depot as a disfigurement to the town.

"2d, that any person or persons erecting or granting permits for the erection of billboards upon property owned or controlled by them do so against the wishes of the members of this Club.

"3d, that the Club will unite with the other organizations of the town in an endeavor to have the above mentioned billboard removed, and to discourage the erection of similar billboards about town."

A copy of the resolutions was sent to the billposter, one to the advertiser and one to the local paper. Several Massachusetts towns have, by the prompt action of their people, freed themselves from this nuisance, and made it unlikely that it will again appear. Needham promises to do the same.

The hope of an advertiser is to sell goods. Advertisers are learning that an offended public is not a generous buyer. They are also learning to govern themselves according to the logic of the situation.



# Gleanings

Edited by Mary V. Fuller

## The London Town Planning Conference

With impatience we have awaited the October issue of the *Town Planning Review* for its resumé of the Town Planning Conference held in London last fall and attended by nearly 1,500 delegates, many of them of international distinction in the town planning world.

This issue gives an interesting report of conference week, with comments on the papers, and prints in full four papers which emanated from the School of Civic Design of the University of Liverpool. The complete report of the Conference is to be published in a special number of the *Transactions of the Royal Institute of British Architects*, under the auspices of which the Conference and the Exhibition were held. This event marks the public recognition of the responsibility of the architect for effective town planning.

The Berlin Exhibition, held last June, made it possible to secure a very fine collection of German exhibits, which filled seven out of sixteen galleries. One huge gallery was devoted to the drawings and plans for Washington and Chicago, which formed the most magnificent feature of the Exhibition. America furnished also some interesting exhibits on recreation. The English element is said to have made a comparatively poor showing, while France, which "has made town planning a continuous and almost instinctive study for three centuries," was very inadequately represented.

The exhibits were arranged according to the country rather than the subject matter, and this method, together with the remarkable advantage of the Galleries of the Royal Academy, produced a much better showing and a more easily grasped exhibit than that of Berlin. The Garden City Room in the English section was interesting and valuable, and the survey of Edinburgh, prepared by Prof. Geddes, was fascinating, stimulating and suggestive, and showed the great value of a civic museum in every town, "where the history of the

growth of the city could be graphically related, where its mistakes could be clearly demonstrated and its tendencies suggested."

The opening speech by the Right Hon. John Burns is spoken of as one of the great events in the history of town planning, and the man himself as one with whom the future of town planning very largely rests. He pleaded with forceful imagination for the larger growth of London and for the vision and the daring that plan wisely for a long future, and "described London's 400 garden squares as the luckiest piece of town planning that had ever been done since the building of cities began." Cities of the past, the present and the future were dealt with at different sessions. Mr. Raymond Unwin, writing on "City Development," advocated local centers of interest instead of division into zones: each group of houses in its 100 acres of park land rather than each individual house in its quarter-acre garden plot. He cited "the concentrated interest of Versailles," where the population of a small town shared and enjoyed the glorious parks and gardens around the palace. He also made the important point that each road should be designed to meet its own need instead of being made to conform to a general by-law.

The paper by Mr. E. A. Rickards, on "The Architect and Civic Ornamentation," analyzed the many forms of ornamentation which the city might adopt: various types of sculpture, lighting schemes, the decorative use of water, both at rest and in action. He emphasized the need of jurisdiction over these things to prevent their concealment beneath advertisements or a tangle of electric wires. He showed that the sculptor must work in harmony with the conception of the architect, and that "the finest and most scholarly invention should go to the making of any accessories which accentuate the rhythm of our streets."

Mr. C. H. Reilly's paper brought out the necessity of suppressing "rampant in-

dividualism" for the general good, and maintained that a new type of house for garden suburbs, which shall "express something of the new submission of the individual to the community," and yet gratify an exacting, refined and practical taste, "is the most pressing architectural problem in the city of the immediate future." He would not give up the little strips of front garden to communal ownership, except where each house stands on a very small plot, for he believes that the private garden should not be allowed to descend to the level of a recreation ground. Whatever picturesqueness there may be in the central portions of all towns must be, he says, "the natural picturesqueness inherent in the site, due to curving river, hill or valley; anything else artificially produced in relation to stately building becomes an absurdity."

We quote Prof. S. D. Adshead on the value of sculpture in city adornment:

"I feel that the portrait statue as such is best consigned to the gallery, to be regarded as a gallery piece, or should be treated as a bust or medallion surmounting a pedestal or supported by a sculptured group of symbolic worth. I feel that the right sort of sculpture to be placed in the city and amidst the crowd is such as tells an abstract tale—a figure of Liberty, Maternity, Justice, Peace, War, or some such subject inspiring to civic and national pride.

"The finest type of sculpture is that which is purely allegorical, which stands simply for its poetry, and for nothing else. This is misplaced midst the busy throng; it should be reserved for the quiet corner of the park, not the entrance or gateway nor the center of the main boulevard, but mellowed and stained in the recesses of green arbors, around the fountains, midst the flowers. . . . where the wanderer after seclusion and rest will be led to forget for the moment the hard realities of life.

"But we need more non-traffic places in our cities; such places need not all be in the parks. Nothing is more refreshing than, as at Rome, Paris or Munich, set back from the main thoroughfare, to find occasionally such recesses and retreats. . . . The quietness of our railed-in squares corresponds in some measure to what I have in my mind.

"It is significant that at this Congress are representatives from many nations. Facilities for travel have made it inevitable that we be dependent upon one another. We would be foolish to close our eyes to the successes of our neighbors; we would be as foolish to shut our doors upon the things of which we ourselves are proud. Year by year the architecture of the civilized world will become more cosmopolitan and

international. We should not resist, but should welcome such a result."

So attractive is Mr. T. H. Mawson's manner of expression that we should delightedly read his paper on "The Design of Public Parks and Gardens," even if it involved no permanent profit:

"To my mind, the most fatal mistake municipal authorities make is their failure to recognize the claims of landscape architecture. I believe I am correct in stating that our public parks, which contrast so unfavorably with our private gardens, are almost entirely the work of amateurs. . . . In this country we have overlooked the fact that parks and gardens should be planned in relation to their surroundings. . . . In the plan of Páris everything seems to fall into such orderly progression as to suggest that each park and garden occupies the only possible position for it.

"Landscape architecture must be honestly inventive. It is essential, therefore, that a clear knowledge should be gained of the objective to be attained, the motif to be expressed, the local requirements, and the necessities of the site."

Among other causes of failure he scores "the introduction of all manner of cheap cast-iron erections, ranging from the silvered bandstand to the gilded convenience, and from the corrugated-iron grand stand to the automatic sweet machine. Cultured design is not possible with such accompaniments.

"A fifth serious cause of failure results from the lack of practical knowledge relating to the planting of parks and gardens. Instead of the artist gardener with a wide knowledge of trees and shrubs, especially of native trees, the work is frequently deputed to the practical gardener who loves novelty, variety and rarity for their own sake. The outcome is the huddled groups of sickly, half-starved aboriginal curiosities which so often do duty for park plantations. A public park is not the place for risks, and the capable man would prefer to work with six well-improved varieties rather than experiment with fifty doubtful ones."



#### A Convention in the Keystone State

There is a new permanent organization in Pennsylvania under the name of "Municipal Government by Commission Committee of Allied Civic Bodies of Pennsylvania" which testifies that the state is not asleep on the new business policy in municipal government. This is the result of the convention held last October in Williamsport, at which 66 delegates from 32 second and third class cities of the state were present. The convention is said to be the largest and most representative ever

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105 E. 22nd Street, New York, February 28, 1908.—I am sure your tent is doing great good and I know it is being used with success in many parts of the country. With thanks for your co-operation in the work we are doing.—Livingston Farrand, Executive Secretary of the National Association for the Study and Prevention of Tuberculosis.

St. Paul, Minnesota, October 21, 1907.—I find your window tent invaluable, and it seems to me much better adapted for sanitarium treatment than any of the measures at present in use.—Chas. Lyman Greene, Professor of Medicine in University of Minnesota.

Roland Park, Maryland.—I feel that I must write to you and tell you what your tent has done for my little girl. Before sleeping in the tent she had insomnia every night and only slept two or three hours at a time. Since she has been sleeping in the tent it has been less than twenty minutes before she was asleep and never awakened until seven the next morning. Once she slept so soundly I was frightened. I am certainly most thankful for what the tent has done for her.—Mrs. C. G. Osburn.

Washington, D. C.—I am enthusiastic over the tent and speak to every one who has any throat trouble

about it. I am nearly sixty years of age and have had bronchitis every winter for the last ten years. I have escaped this year so far and, hope and expect to get through the winter. I feel that you have opened up an avenue of escape for many of the ills of life.—Harriet W. Gilfellen.

Ansonia, Ohio.—I ordered one of your tents a little over a month ago and received it promptly and in good condition. I have been using it ever since and find it all you claim it to be. I am well satisfied with it and will recommend it to friends who are suffering from tuberculosis or like diseases.—W. L. Warvel.

Joliet, Illinois.—I have used one of your tents all last winter and slept in it every night. In the first two months I gained ten pounds. It gave me an appetite for breakfast, something I didn't have for years. My fever and cough all left me and I do not raise any now.—Ed. McLoughlin.

Griffin Corners, New York.—I received my tent several weeks ago and am simply delighted with it. Having given it a fair trial, I only wish I could find some way to supply all patients with a window tent.—Jeanett Buscher.

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held for the purpose of discussing commission government. It is reported in full in the new *Allied Boards of Trade Journal* of Pittsburgh for November.

Resolutions were adopted expressing the sense of the convention to be as follows: that the commission form of government be earnestly commended, and that the people of the second and third class cities and boroughs having a population of 10,000 be urged to use their influence with the members of the next legislature looking toward the adoption of the commission form of government for such municipalities.



#### Unnecessary Noise

Under the title "The Steam Whistle as a Menace to Public Health," the address of Edward S. Morse before the Massachusetts Association of Boards of Health has been put into pamphlet form. It gives abundant proof that the whistle horror is a menace to health and comfort, and a cause of real estate depreciation; that it is unnecessary and indictable; and that it can be suppressed. Those who wish free copies of this pamphlet may apply to Mr. Edward S. Morse, Director Peabody Museum, Salem, Mass.



#### Municipal Research Work

The report of the first year's work of the Cincinnati Bureau of Municipal Research covers its organization, its purpose and methods and concrete statements of its work in connection with various departments.

First, a preliminary survey was made of the organization of the city departments, and purely technical reports and studies were written up and filed for reference by the Bureau in its work. The Board of Health and the Park Commissioners co-operated gladly with the Bureau, and accepted systems of record-keeping and accounting which now make clear the operation of each department. As an illustration of the need of such reform we note that in the tuberculosis campaign "as no effort was made to check up the reporting

of cases, there were fewer cases than deaths from tuberculosis reported every year," and that "notices served by sanitary officers ordering property owners to comply with sanitary regulations lay in some instances months and even a year or more without being enforced."

The Purchasing and Engineering Departments and the Division of Supply of the Water Department have also been furnished with plans for economical expenditure and for accurate knowledge of cost and quantity of supplies. The Bureau's recommendations in regard to the records and procedure of tenement house inspection have been adopted. An investigation has been made of wood block and other kinds of paving, and the attention of city inspectors has been called to defects.

This Bureau, like others in different parts of the country, is giving to city officials without cost a service that in commercial life commands good round payment. Permanent agencies of this kind deserve active interest and financial support from citizens. It is gratifying to note that the spirit of co-operation between such Bureaus greatly broadens the influence of each one and of the movement for business methods in municipal administration.



#### Arguments on Commission Government

Among the material useful to debaters on commission government is a bulletin issued by the Extension Division of the University of Wisconsin with the title "Commission Plan of City Government." It has recently been revised for the second time, and refers to the most up-to-date sources of information on both sides of the question.



#### A Definite Campaign

There is no vagueness of purpose in the little pamphlet issued by the Anti-Tuberculosis Committee of One Hundred of Winston-Salem, N. C., organized last July. It plans the work of ten sub-committees, and makes a strong appeal for active help. The pamphlet will prove suggestive to other communities.



# With the Vanguard

Chicago has a citizenship congress composed of men's clubs connected with religious organizations.



Reports from Hibbing, Minn., and Kansas City, Mo., show satisfactory results from the use of hypochlorite in purifying the local drinking water.



The Board of Health in Somerville, Mass., controls the collection and disposition of refuse. Garbage and merchantable refuse are sold. In 1909 about \$8,650 was received from this source.



It is in Pasadena that they are trying the plan of paving only two blocks of a street at a time, entirely finishing one section before another is broken up, instead of having a whole street torn up at once.



The improved health of the inhabitants of Columbus, Ohio, is believed to be due to better milk. The number of bacteria found in milk tests by the city has for the last three or four years diminished each year by half.



Employees of the Denver street flushing department have been busy washing off from fences, buildings and other private property the political posters that were put up during the campaign. It is announced that this practice will not be tolerated in the future.



Winnipeg, Manitoba, is working hard for park development, and now has 500 acres of park area, which is divided into four blocks of land, one at each corner of the city. This land is being improved as fast as possible, and it is proposed to connect the parks with a system of drives and boulevards, and to save and beautify the river frontage. The city has also voted \$50,000 for baths and gymnasiums.

The Fire Chief of St. Louis finds that while the first cost of the automobile fire engine that the city has been testing is \$500 or \$600 greater than that of the ordinary horse-drawn engine and its equipment, the cost of operating is less than one-sixth as much for two months.



Publicity in municipal affairs is becoming more general. The average citizen is in the foreground of the city's view; it is to him that explanations of municipal business matters are made. Hoboken, N.J., has caught the contagion of publicity from New York's budget exhibit, and is to have one of her own.



The Iowa State Board of Health has issued an edict against hitching posts, and farmers visiting towns will now be obliged to take their horses to stables. The epidemic of infantile paralysis is partly responsible for this order, and it is hoped that the accumulation of much disease-producing dust and filth will be prevented.



The Denver Park Commission, profiting by the satisfactory experience of Colorado Springs with a new device, has bought a submarine weed saw to use next spring in cutting weeds in the park lakes. The saw is sunk with weights, and is worked with ropes pulled by two men, one on shore, the other on an anchored raft.



The Louisville, Ky., Merchants and Manufacturers Association has made a good start on its campaign of removing wires and poles from the streets. Property owners are consenting to the anchoring of wires to their buildings abutting on streets, since this causes no inconvenience or unsightliness and no increase in taxes, and gives an unobstructed sidewalk.



There are not many fire calls in Denver, and to give the men and horses of the Fire Department healthful exercise in the

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It is further guaranteed by us to be free from any injurious ingredients and above all, *alcohol*, which dries up the oil cells and starves the roots of the hair.

Crude Oil is generally admitted to be a natural hair grower.

**LY-O-DURK** is crude oil in the form of a QUICK-DRYING LIQUID, fragrant and refreshing.

No grease—No stain or dye.

If **LY-O-DURK** does not do all that we claim for it—stop the loss and promote the growth of hair—we will cheerfully refund the purchase price, which is \$1.00 a bottle. A trial will convince you of the truth of our claims for it—you will cease experimenting with alcoholic hair tonics when you have tested the virtue of **LY-O-DURK**.

Shipped prepaid in plain package.

**CRUDE OIL PRODUCTS COMPANY**

PITTSBURG, PA.

Dept. C



JOHN DAVEY,  
FATHER OF TREE SURGERY

### A New Year's Duty

## SAVE YOUR TREES!

Give the trees a *chance* to live in health and beauty. If they die because you fail to protect and succor them, more years than are your lot will be required to replace them.

The saving of trees is the business and the profession of the Davey Tree Experts. John Davey, Father of Tree Surgery, is their teacher and their guarantor.

### A Beautiful Free Booklet

will be sent you if you have a number of trees, either shade or fruit. How many trees have you? What kinds? Where located? Tell us this when writing.

Our men are working in the South for the winter, between eastern Texas and Virginia. *Write today.*

**THE DAVEY TREE EXPERT COMPANY, Inc.**

371 Basswood Street, KENT, OHIO

Operating the Davey Institute of Tree Surgery

THE  
DAVEY  
INSTITUTE  
OF  
TREE  
SURGERY



## Are You Doing Your Part to Advance the Cause of Civic Improvement

What part do you take in the forward movement for the betterment of street conditions in your city? Do you plant any trees or shrubs? Do you encourage your neighbors to do so? Do you obtain the greatest measure of success by purchasing the best trees available?

We are doing our part to improve tree planting conditions by growing the very best grades of trees and shrubs, thus lessening the discouragements and disappointments which so closely follow the planting of "cheap" trees of low vitality. There is nothing that will dampen the ardor for tree planting more than unsuccessful results.

There is always a temptation to buy trees that are "cheap" or more properly speaking, "low priced," for no tree is "cheap" if it dies. Better by far pay double the price for a good tree in the beginning than to have the loss of time and discouragement by reason of the failure of a tree bought because its price was "attractive."

We are trying, through our advertisements, to keep this point constantly before you. You cannot get something for nothing. If you want the best trees you must expect to pay a fair price for them, just as you would expect to do if you were buying any other commodity.

Our new wholesale catalogue for Spring will be ready soon. Send for a copy and write us for any particular information you require about tree planting.

**THOMAS MEEHAN & SONS**

*Growers of Shade Tree for All Purposes.*

*Shrubs, Evergreens, Vines, Etc.*

**Dresher.**

**Pennsylvania**

worthy cause of aiding the overtaxed Highway Department, the firemen at fifteen of the twenty stations will be organized into squads for street repair work. They will keep a district of four or five blocks in each direction from the fire house in good repair, and it is expected that there will be considerable rivalry between the different squads in thus adding to Denver's reputation for smooth, well-kept pavements.



In speaking of the chestnut bark disease as the worst infection known in the history of forestry, the State Forester of New Jersey deplores the lack of legislation to control the circulation of tree diseases. It is said that many nurseries are sending out diseased plants. It behooves public officials and private citizens to deal with thoroughly reliable nurserymen who do not practice such contemptible trickery.



The best argument for the Short Ballot is the Long Ballot.

The long ballot is the friend of politicians and an encourager of inefficiency in office. It is the refuge of political schemes which cannot endure the light of publicity.

The short ballot represents the hope of popular government. It is not a panacea, but an opportunity.—*Exchange*.



The Junior League of the Poughkeepsie Chamber of Commerce is the first of its kind ever formed in this country. A call was sent out to all boys over twelve years of age to attend a recent meeting and thereby become charter members of the League. The response was very gratifying to the officers of the Chamber of Commerce, for the room was crowded, 65 boys were organized into the League and each one was pledged to bring another boy to the next meeting as a prospective member.

The object of the league is to develop in the boys of Poughkeepsie a knowledge of all matters pertaining to the welfare, advancement, civic betterment and government of the city. It is certain to be a great thing for the city servants and office holders of future generations. The boys will be taught by those who have had to learn

by experience and books, to the end that when their time comes to serve the municipality in which they live they will be well fitted and versed in the ins and outs of the city's government. It is believed that other cities will follow suit, by forming similar organizations to educate boys in municipal government and civic pride.



The President of the National Good Roads Association says:

"It is a matter of tremendous import that in the United States bad roads are directly responsible for the loss of over a billion dollars a year."

The impetus that has been given of late to the improvement and extension of great radial highways of travel out into the country is encouraging. Both the city and the country profit thereby; trade flows in and congestion diminishes.



According to statistics based upon actual experience and observation between 50 and 75 per cent of city water is wasted. A meter on the service pipe usually discovers and removes the cause of such enormous waste. A private residence in a city not far from New York, having no extraordinary plumbing appliances, was found to be using 125 barrels of water a day. The leaking faucets were promptly repaired after the bill from the water department was presented.



The kind of public bulletin board used in La Crosse, Wis., was designed by Mr. George Falk, the Street Commissioner. It measures 18x48 inches, and has two cleats across the back, and a frame. It rests between upper and lower brackets which are fastened permanently to a telegraph or telephone pole. The upper bracket has a projection which extends through the board near the top; a padlock slipped through the hole in the end of this projection holds the board on place.

Mr. Falk shows a handsweeper's "wheel-ed shovel" of his own design. It has an adjustable steel nose, which rests upon the pavement, and can be moved back as the edge wears. It can be removed and replaced with a new one without taking the cart to pieces.

## THE AMERICAN CITY

Another of Mr. Falk's inventions is a self-closing waste can of heavy galvanized iron. It has a flat back and is meant to be hooked into an iron railway pole. It can be easily removed and emptied. The bottom is perforated to prevent rusting. The cover swings freely downward inside the can, being fastened to a horizontal rod running through holes in opposite sides of the can a short distance from the back. A weight is fastened to the underside of the cover at the back, so that the can is self-closing. "Push Down" is painted on top of the cover, and "Put It In Here" is on the outside of the can.



Mayor Magee, of Pittsburg, says that the Bureau of Supplies saved the city about \$100,000 in the first six months of its work, by economical purchasing for all city departments. The Mayor and the Comptroller want a Bureau of Costs to bring about a centralization of the operation of the various city bureaus, by which one department may be of aid to another, and greater economy may be attained. The expert accountants who would compose such a bureau, would have a wholesome effect on budget making.



New York City is soon to adopt a system of municipal pasteurization of milk. The plan contemplates locating throughout the city stations at which milk shall be pasteurized and dispensed systematically. In addition, it is the intention to keep in attendance at each station doctors and nurses, who will instruct mothers in the proper method of dressing and caring for children. This added feature in connection with the distribution of pasteurized milk will greatly reduce infant mortality, the city officials declare.



A new Commission on City Plan, appointed by the Board of Estimate, is to lay out a scheme for the entire future development of New York, to which all construction of boulevards, streets and avenues, subways, water front, etc., must conform. One of the first reform steps will be to protect congested avenues from the illegal encroachments of property owners.

It has been suggested that certain nar-

row congested streets should be used for northward traffic only, and others near by for southward traffic only. A suggestion to relieve Nassau Street involves the laying of a subsidewalk there in place of the present vaults and private cellars. The storekeepers might be recompensed for the appropriation of their cellar space by the additional showcases they could build along the new thoroughfare.



The essential value of leadership in play is more and more generally realized. The right sort of man or woman has a comprehension of "the human relation of the parks with the people." Such a man is Mr. Edward B. DeGroot, social expert of the South Park Commission of Chicago, who says:

"The contrast in old and new park service is striking in that the former furnished merely a place for recreation, while the latter furnishes, first of all, a scheme of recreation. The scheme, however, can be no larger or better than those who are entrusted to carry it out. Development of the scheme is impossible without a certain number of employees who can meet and greet all sorts of people adequately, guide, direct and promote activities thoughtfully, and impart the touch of a stronger personality in all things."



Mayor Polsgrove of Frankfort, Ky., has faithfully kept the pledge he made in his inaugural address a year ago to make Frankfort a better city. The other officials and the best citizens of the town have stood by him, and this coöperative backbone has produced some excellent results, among which we note the following:

A strict enforcement of the Sunday law has reduced by 33 per cent the number of arrests on Sunday, and a kindergarten has taken the place of one of the saloons. The Associated Charities now have charge of the city's relief work, and the cost to the city is much lessened without overlooking any needy people. A public playground has been established, and others are planned for the coming summer. The electric light and telephone poles have lost their unsightly covering of advertisements, and most of them have been painted; the companies are under agreement to paint the

## "You Saved Us \$1766.00

on our last contract," writes a city official from New York State. And yet, as he also states, there were *only two bidders*, one local and one from quite a distance.

IF the municipal authorities had been content to limit their advertising to local mediums, would this outside bidder, some hundreds of miles away, have seen the notice and submitted the same successful bid that saved the city over \$1,700 on a comparatively small job?

IF you can reach one outside bidder resulting in a saving of hundreds of dollars for \$2.40 per advertising inch, can you afford to neglect the opportunity?

## ENGINEERING NEWS

offers the largest circulation in the world among contractors and engineers, and has saved thousands of dollars for cities and towns by placing their construction projects before the contracting world from MAINE to CALIFORNIA.

Write for a sample copy and further information about the experience of other cities.

PROPOSAL ADVERTISING DEPARTMENT

## ENGINEERING NEWS

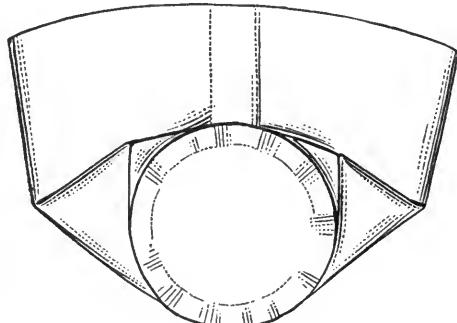
220 BROADWAY  
NEW YORK

## THE AMERICAN CITY

Do you want your children or your employees to be exposed to the grave dangers of contagion that have been proved to result from the use of the common drinking cup?

# INDIVIDUAL SANITARY PAPER CUPS

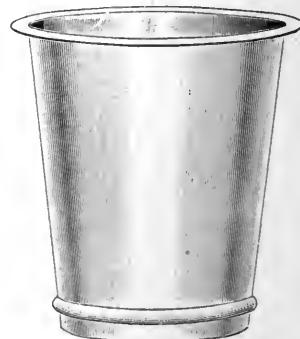
absolutely do away with these dangers and should be in use in every school and factory



Patents Pending

THE  
OPEN CUP IS  
STRONG  
AND RIGID

—  
THE IMPROVED  
FOLDING CUP  
IS VERY  
CONVENIENT



Patent Pending

### CUP CABINETS

For Schools and Factoris, very neat and convenient, made only by

***The American Water Supply Company***

Of New England

Address Dept. A. C.

251 Causeway St., Boston

# A Civic Stimulus to Hundreds

That is what a set of THE AMERICAN CITY in your public library would be.

Will you not find out whether your library is a subscriber, and if not, call the librarian's attention to this offer, or make the library a present of the set?

Volumes I and II (bound in cloth)-----	\$2.00
Volume III (bound in cloth, ready for delivery in December)-----	1.00
Subscription for 1911-----	1.00

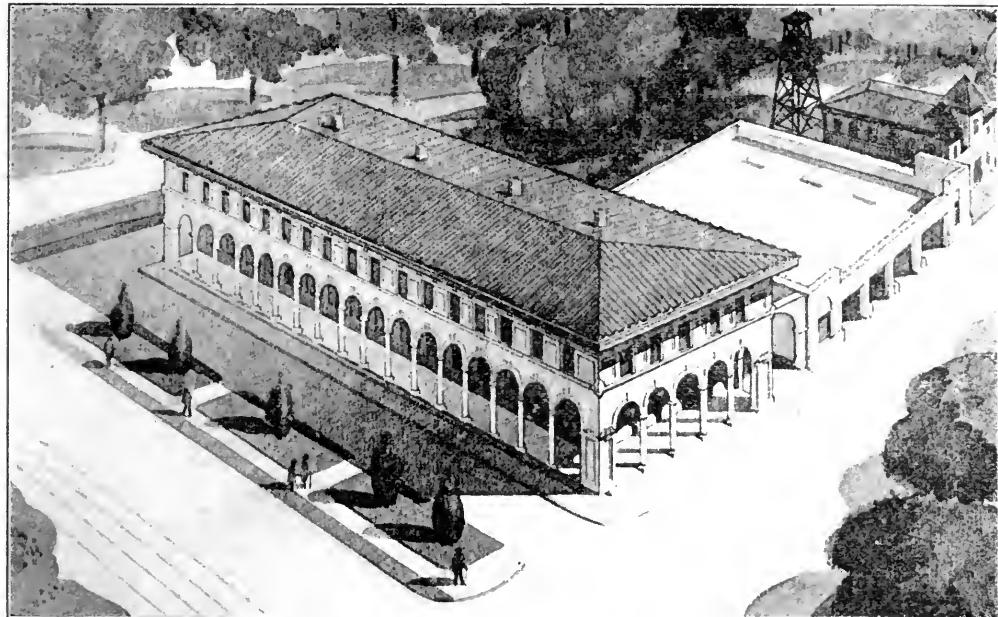
TOTAL VALUE----- \$4.00

This set will be sent to any address, postage prepaid, for \$3.50.

We can supply only 27 complete sets. When these are exhausted it will be almost impossible to procure one.

**THE AMERICAN CITY PUBLISHING CO.**

93 Nassau Street, NEW YORK CITY



VILLAGE MARKET AND GARAGE WHICH WILL BE PART OF A GENERAL BEAUTIFICATION PLAN FOR THE BOROUGH OF GLEN RIDGE, N. J.

rest of the poles at an early date. A number of streets have been reconstructed and put in first class condition, and a large amount of paving has been done. The houses are to be renumbered, and a new city directory is to be made.

Mayor Polsgrove is President of the Municipal League of Kentucky, and is known throughout the state as strictly enforcing the law. The history of his first year as Frankfort's chief executive is so gratifying as to merit the attention of all who stand for faithfulness and efficiency in public office.



By May 1, 1911, Glen Ridge, N. J., will have a village market, which is part of a general plan for the beautification of the borough. A group of public-spirited citizens are incorporated under the name of the Glen Ridge Realty Company, with an investment of about \$75,000, and are working to preserve the natural advantages of the place and to develop them according to the lines suggested by Mr. John Nolen in his address at Glen Ridge last year.

The six stores composing the market will be in an arcade set back thirty feet from Bloomfield Avenue, the main thoroughfare between Newark and Montclair. Each store will measure 20 x 40 feet, and there will be

a grocery, a meat market, and stores for dry goods, drugs, stationery and possibly hardware. Some of these stores may be divided so that a greater variety of articles may be sold. All goods will be unloaded in the rear.

The building will be of light brick with a red tile roof. Its second floor will contain offices, a suite of which has already been engaged for the borough officials and the Council. East of the market and separated from it by a driveway will be a garage, 60 x 60 feet, built of light brick and cement. Both of these structures will be in architectural harmony with the Glen Ridge High School, a block away on the corner of Bloomfield Avenue and Ridgewood Avenue, the main residence street. The property lying between the High School and the market has also been bought by the Realty Company, and opportunity is thus held for future development of this section.

Only the old residents of Glen Ridge can appreciate what a great innovation the placing of any shopping facilities in the borough will be. The broadest minded of the citizens will realize the far-sighted wisdom of thus controlling a future situation by forestalling in a suitable way the inevitable demand for such development.

# Books for the Citizen

[Readers are requested to order books reviewed in this department through The American City. American books will be sent on receipt of the postpaid price. Special quotations will be made on foreign books.]

## A Book for Tree Owners and Tree Lovers \*

The author of "The Care of Trees in Lawn, Street and Park" is Dean of the Faculty of Forestry of the University of Toronto, and is familiar with the nature and the care of trees under all conditions. He was for some time in charge of Soldiers' Home Park in Washington, and was also a member of a commission on the reconstructing of Central Park; his practical experience has enabled him to present in an original manner the information most needed by tree owners in order that they may intelligently care for their property, and profit most fully by any professional advice that may be secured.

A study of healthy trees in normal conditions is first given, so that disease and abnormal conditions may be better understood. The structure, growth and form development and the way in which the life of trees is sustained are described in clear language and with many drawings so that the relation of a tree to its surroundings is evident. Four very full chapters deal with tree diseases, insect damage and mechanical injuries, carefully described with a view to intelligent diagnosis, the control of physiological diseases, special treatment and general care. Much attention is given to tree surgery, which is very fully illustrated with examples of pruning, trimming and repairing and of the proper tools. One of the illustrative figures is that of the dendroscope, a device for shaping correctly trees of various ages.

In the chapter on "Care in Planting Trees" the illustrations of transplanting large trees are especially interesting. "esthetic Forestry" is dealt with, and the final chapter sums up general considerations in the choice of plant material. More than 100 pages with many illustrations are given to a descriptive list of trees for shade and ornament, followed by a general list of shrubs and selected lists of trees and shrubs

for special purposes. There is a brief list of books on related subjects, and the volume has a complete index.

Any brief review of a book so packed with detailed practical information is necessarily inadequate. This is the first satisfactory, comprehensive compilation of facts on this subject conveniently arranged for amateurs.



## A Guide for Charter Revision

Beard's "Loose Leaf Digest of Short Ballot Charters"¶ will be issued about February 1. Its purpose is to furnish, in a form that will be always up to date, sufficient information on the commission plan of city government to enable a charter revision commission or a committee in any city to draft a new charter or to answer any reasonable question regarding the various charters that are in effect. The loose leaf form will be used so that fresh information can be inserted from time to time. Parts of the book will be printed, and the parts subject to constant change and correction will be typewritten or mimeographed. The sources of information will be official documents, a file of newspapers from each city, a private correspondent in each city, personal investigation and reports of other investigators when considered reliable.

The contents will include all pertinent information about the cities governed by commission, copies of significant charters and state laws, as full reports as possible of the success or failure of the plan in various cities, a summary and analysis of various features of the plan contributed by students of the subject, and an elaborate bibliography covering both books and magazines. This book will furnish a complete and efficient guide even for those who wish to pursue an independent search for further data.

(Department Continued on Page 49)

\* By Bernhard E. Fernow. Henry Holt and Company, New York, 1910. Octavo, 392 pp.; \$2.17 postpaid.

¶Edited by Prof. Charles A. Beard of Columbia University. Short Ballot Organization, New York, 1911. \$5.00.

# Valuable Reading

## Introduction to Political Science

By RAYMOND G. GETTELL, Northam  
Professor of History and Political  
Science, Trinity College, Hartford, Conn.

A book which comprises in brief compass the essentials of political science. Part one traces the rise and growth of political institutions. Part two is a study of the existing government in leading modern states, and part three deals with the theoretical questions of the proper sphere of governmental activity. No field of study more happily combines material of scholarly interest and possibilities of practical application than does political science. For the special student in this department Gettell's "Introduction" will serve as a background for more specialized work in its various divisions; for the general reader it will open up the great questions with which, in modern democracies, all good citizens should be familiar.

## The History of Political Theory and Party Organization in the United States

By SIMEON D. FESS, President of  
Antioch College, Yellow Springs, Ohio.

No volume on the market gives a better idea of political organization than Fess's "History of Political Theory." It presents in a concise and interesting manner the story of the struggles and issues involved in the organization of political parties throughout the history of the United States, with sidelights on the motives and characters of the greatest leaders.

## Civics and Health

By WILLIAM H. ALLEN, Director of  
the Bureau of Municipal Research.

A modern book, alive and interesting, that has been found valuable by teachers, parents, social workers, medical associations and civic societies everywhere. It presents vigorously a subject that has recently assumed great and obvious importance—hygiene in its relation to the school, the home, and the community. Correlating, as it does, public health with proper citizenship, the book offers much material for careful thinking.

## GINN AND COMPANY, Publishers

Boston, New York, Chicago, London,  
Atlanta, Dallas, Columbus, San Francisco.

Advertising Section. When writing to Advertisers please mention THE AMERICAN CITY.

# Ask for Booklet Wanted

Place check in square below, indicating number of booklets desired; write name and address on lines below and forward, with ten cents postage attached, and the booklet is yours—without further expense or obligation of course.

### 1—The Art of Financiering

(Showing how Business Men may raise Capital for business projects.)

### 2—Financial Hand Book

(For Promoters, fiscal agents and brokers.)

### 3—Business Building by Correspondence

(For the man who does a mail order business, or wishes to do so.)

### 4—The Selling Force and the Selling Farce

(Showing why the great majority of selling plans do not pay.)

### 5—The Great Law of Average

(A new principle discovered by a business expert, bringing certainty to business affairs.)

### 6—How \$250 May Raise \$200,000

(For the man with a real opportunity.)

### 7—How the Retailer May Double Business Profits

(A lesson that will put the recipient above the competitive ruck.)

### 8—Advertising and Selling

(Showing a vital difference between the two terms which thousands of advertisers are not aware of to their great financial loss.)

### 9—The Advertising Craft and the Advertising Graft

(An article stating startling facts that every advertiser should know.)

If more than one book is desired add ten cents additional for each extra book. These booklets carry our own advertising matter, but are intrinsically valuable for the information they contain. Money refunded if not perfectly satisfactory. Each book conveys a MESSAGE.—Each tells something NEW and VALUABLE.

## THE BUSINESS DEVELOPMENT CO. OF AMERICA

Founded 1901. 119 Nassau St.  
NEW YORK CITY

1	2	3	4	5	6	7	8	9
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Jan'y A. C.

**THE IRON MUSE** By John Curtis Underwood

Ultra-bromidic readers will find little to admire in this volume of poems except the swing of the verse, for the Iron Muse is uncompromising. But those to whom a poet is most welcome if he is a prophet also will take keen delight in the reading.

Mr. Underwood has looked beneath the surface of life in many lands and moods of humanity. He has found many things that ought not to be, but he interprets them with a profound faith that things-as-they-are will blossom into the nobler things of to-morrow.

His is the Whitmanic art of taking the ordinary affairs of life and ennobling and enriching them with deeper meaning by showing their relation to the vast life of humanity and by placing them in their true cosmic setting.

This advertisement is not inserted by contract with the publishers (G. P. Putnam's Sons), but is inserted by the editor of *The American City* in order to give its readers an opportunity of knowing this inspiring book, which to many of them will be a mirror held up before their own souls.

Sent on receipt of price (\$1.35 postpaid) by

**THE AMERICAN CITY PUBLISHING CO., 93 Nassau St., New York**

**The Care of Trees in Lawn, Street, and Park**

By BERNHARD EDUARD FERNOW, Professor of Forestry in the University of Toronto, author of "Economics of Forestry," etc. (American Nature Series, Working with Nature) 393 pp. large 12mo, profusely illustrated.

This is the only collective and comprehensive hand book on the subject. Written for amateurs by an expert forester, it furnishes information such as the owner of trees or the "tree warden" may need.

"Truly admirable...eminently practical... His list of trees desirable for shade and ornamental is a full and most valuable one, and the illustrations that accompany it are enlightening."—*New York Tribune*.

"The author may well be said to be the father of forestry in the United States... Written for amateurs by a forester this conveniently arranged volume furnishes information such as the owner of trees may need...There are systematic and exhaustive lists...with helpful notes on their adaptations."—*Scientific American*.

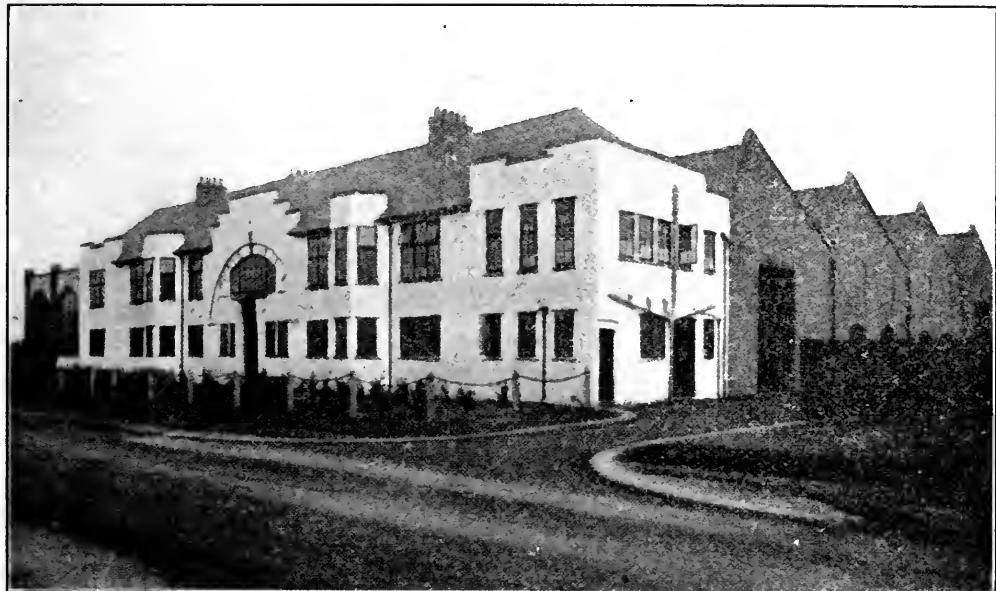
"I beg to express the personal opinion gathered from typical experience with conditions in my own state, Massachusetts, and from what I know of conditions elsewhere, that this book will be very useful, and will, to use a well worn phrase, fill a long felt

want."—*Edwin A. Start, Executive Secretary American Forestry Assn.*

"Every one who owns or rents a tree... will be glad to read it...Not technical in language, and it is directed toward the exact needs of the amateur...Of forestry proper the book does not speak. It is the case of ornamental trees upon the lawn and along the streets to which Prof. Fernow addresses himself with a sufficiency of scientific detail and a complete absence of sentimentalism... Excellent cuts for the untutored layman... An entertaining chapter deals with the transplanting of large trees...The second half of the volume is devoted to a review of the trees available for shade and ornament... A clear, sensible and timely contribution to the difficult and perplexing life of the commuter."—*New York Evening Sun*.

Sent on receipt of price (\$2.17, postpaid) by

**THE AMERICAN CITY PUBLISHING CO., 93 Nassau St., New York**



THE LACRE MOTOR CAR FACTORY AT LETCHWORTH, ENGLAND

### Letchworth Garden City in Pictures ||

This is a charming little collection of views, with a friendly introduction and brief descriptive notes, which stirs the heart and quickens the imagination of the would-be homemaker. In introducing Letchworth as a residential town and seeking to draw within its encircling rural belt as many as possible of those who have not yet found, in city, suburb or country, the ideal home site, it suggests points by which town planners and home seekers may profit.

Letchworth is not a suburb; it is a new town within a broad belt of park land which prevents suburbs from growing up to mar the unique quality of the town's natural attractiveness. Although still in the making, Letchworth has a definite plan for its

---

First Garden City Limited, London, 1910.  
Duodecimo, 120 pp.; sixpence net.

entirety. Variety of architecture is encouraged so long as harmony is reserved and building regulations are complied with.

Letchworth is 34 miles from London, near enough for the growing number of commuters who are finding it a place full of social and educational interest for themselves and their families, with full recreational opportunities in the midst of beautiful, healthful surroundings. Along some of the streets pear trees have been planted, an experiment which has met with great success on the continent. The industries have their own quarter, and can never become objectionable to the residents. We reproduce a view of one of the factories. All the pictures are delightful storytellers, and help one to realize how order and dignity and beauty combine to increase the health and comfort and happiness of the fortunate citizens of Letchworth.



# Letters to the Editor

DEAR SIR:

Your interesting publication I have found of very great value in the way of suggestion regarding municipal improvement.

You have frequently mentioned the progress being made by other municipalities in the way of improved conditions, but I have seen no mention of the important improvements which are now under way in our town.

Last June a contract was entered into with The Delaware, Lackawanna and Western Railroad Company providing for the elimination of all their grade crossings throughout their road in the town, numbering six in all. In addition they are to erect two handsome stations, one at Bloomfield proper, and the other at Watsessing Avenue in the southern end of the town. These are to be attractive structures of concrete, with tile roofs and every convenience. The cost to the railroad company for its work in elevating its tracks through Bloomfield proper and depressing them through the Watsessing section, with the expense of the stations, will total about \$700,000, while the cost to the town at large in taking care of the pipes, and depressing and elevating the streets crossing the railroad is estimated at about \$20,000.

This contract, which was secured only after three years of negotiation, and against the opposition of some unenterprising citizens, is one of the most favorable ever made by a municipality with a railroad in the state of New Jersey.

The approach to our town by the Lackawanna Railroad has been a disgrace for many years and has been a great detriment to the growth of our community. With the changes contemplated under the contract, a most pleasing approach will be secured. The work is now well under way, steam shovels being at work making the cut through the Watsessing section and the bridge abutments at Bloomfield proper have almost been completed.

In addition to the railroad improvements, a park system is about to be laid out between the stations mentioned, developing

low land lying on both sides of the Lackawanna Railroad, about forty acres having been secured by the Essex County Park Commission on the westerly side of the track and fifteen acres having been secured by the town on the easterly side. The property purchased by the town, at a cost of about \$50,000, will be turned over to the Essex County Park Commission shortly, when the whole tract will be developed as a recreation park for the people, as it lies near the most congested section of the town.

It has been mainly through the untiring efforts of the Park Committee of the Bloomfield Board of Trade that these parks have been secured for the town.

These parks with the railroad improvements, together with the natural beauty of Bloomfield, will make our town one of the most attractive communities in northern New Jersey.

In addition to these improvements, a new high school building has been authorized and \$180,000 bonds sold to pay the cost. This building is to be built of brick, of classical design, and contracts are about to be awarded. This will fill a long felt need in perfecting the school accommodations of the town, already well provided for in the lower grades.

Yours very truly,  
W. M. SUTPHEN,  
*Mayor.*

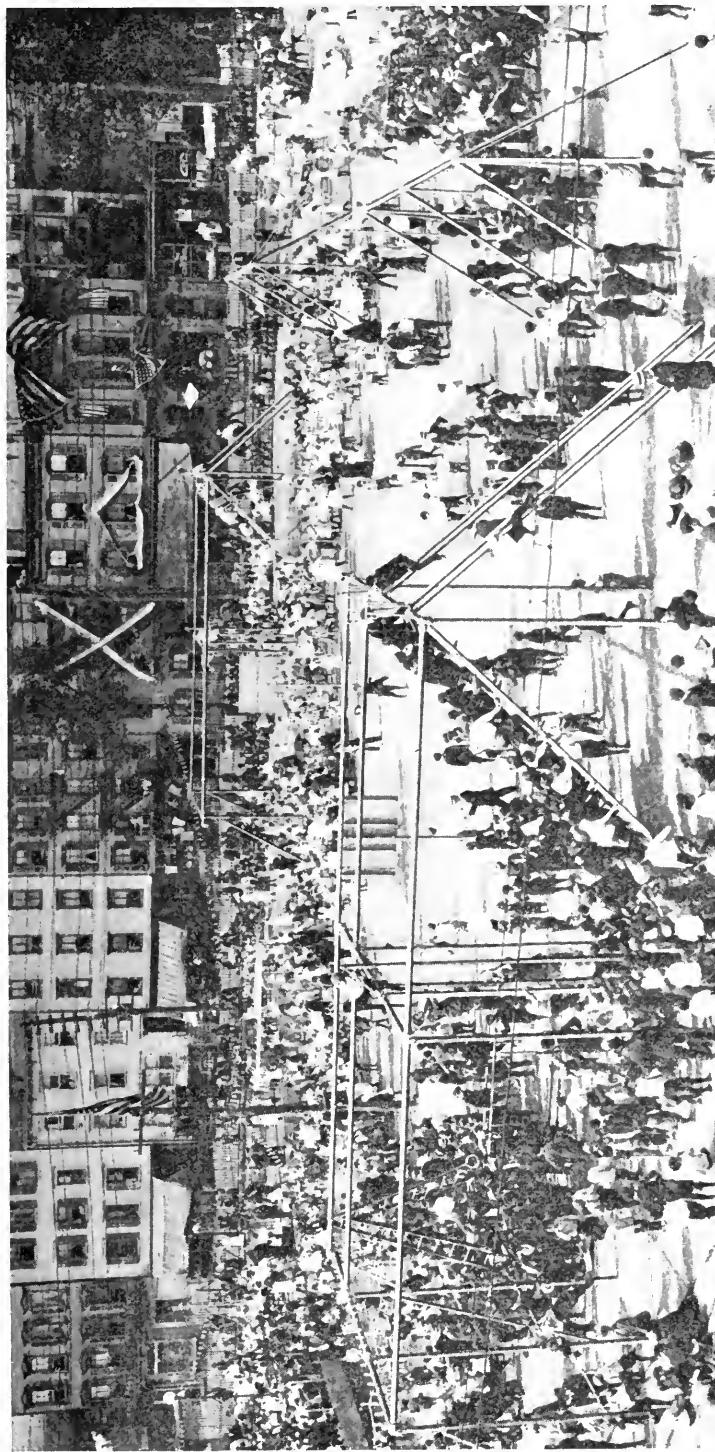
Bloomfield, N. J., December 8, 1910.

Dear Sir:

It seems to me that your editorial on Pensions for City Employees (in the December issue) does not strike the right note. Private corporations are promising pensions to employees and why should not the city, as an employer, do the same thing?

Of course, the expenditure should be very carefully safeguarded. As distinct from the present methods in this city there should be a minimum term of service, with pensions proportional to the term of continuous service and a retiring age which should be, say 60 or 65 years.

Truly yours, A. W.  
New York City, December 8, 1910.



ZABRISKIE PLAYGROUND OUTFITTED WITH  
ALL-STEEL APPARATUS

---

JERSEY CITY

---

By A. G. SPALDING & BROS., Inc., Chicopee, Mass.

# CIVIC BOOKS FREE

## To Civic and Commercial Organizations

which send in at one time five or more new annual subscriptions for THE AMERICAN CITY at our special club rate of 75 cents a year (foreign postage extra).

In this way you can add to the reference shelves of your own or your public library books that will help to make your city desirable.

**For 5 Subscriptions we will send postpaid any one of the following:**

**THE DETHRONEMENT OF THE CITY BOSS,**  
by John J. Hamilton  
The story of the Des Moines plan of commission government.

**THE BETTER CITY,** by Dana W. Bartlett  
A study of civic betterment, illustrated by its progress in the city of Los Angeles.

**OPEN-AIR SCHOOLS,** by Leonard P. Ayres  
The first book to deal adequately with this new method of teaching and cure.

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# A Small City's Plans for Growth

By Harley J. Hooker

Altus, the subject of this article, is a city of approximately 5,000 inhabitants as indicated by the returns of the 1910 census. It is the county seat of Jackson County, located in southwestern Oklahoma, in the Red River Valley, in the center of what is probably the largest tract of good farming land in the entire state.

The surrounding country, from the granite-covered Navajoe Mountains on the north and east, which may always be seen on a clear day, to the Red River of Texas on the south and west, is uniformly level and fertile. It is now being very rapidly settled up, and on the whole is satisfactorily cultivated by a progressive class of farmers,

cotton-oil mill, a cotton compress, and many other industries, all depending to a great extent on the railroads for their prosperity.

Until about the beginning of the year 1910 Altus was busy getting railroads, wholesale houses and other business enterprises. She has been too busy to think of city building or to take time to cultivate the esthetic side of urban life. Addition after addition was incorporated within her limits with no other thought than merely to provide a lodging place for her increasing population. Like Topsy, she "just growed." There was no system, no preconceived plan to give the city an harmonious development. Nobody thought of public parks and breath-



STATION OF THE WICHITA FALLS AND NORTHWESTERN RAILROAD AT ALTUS

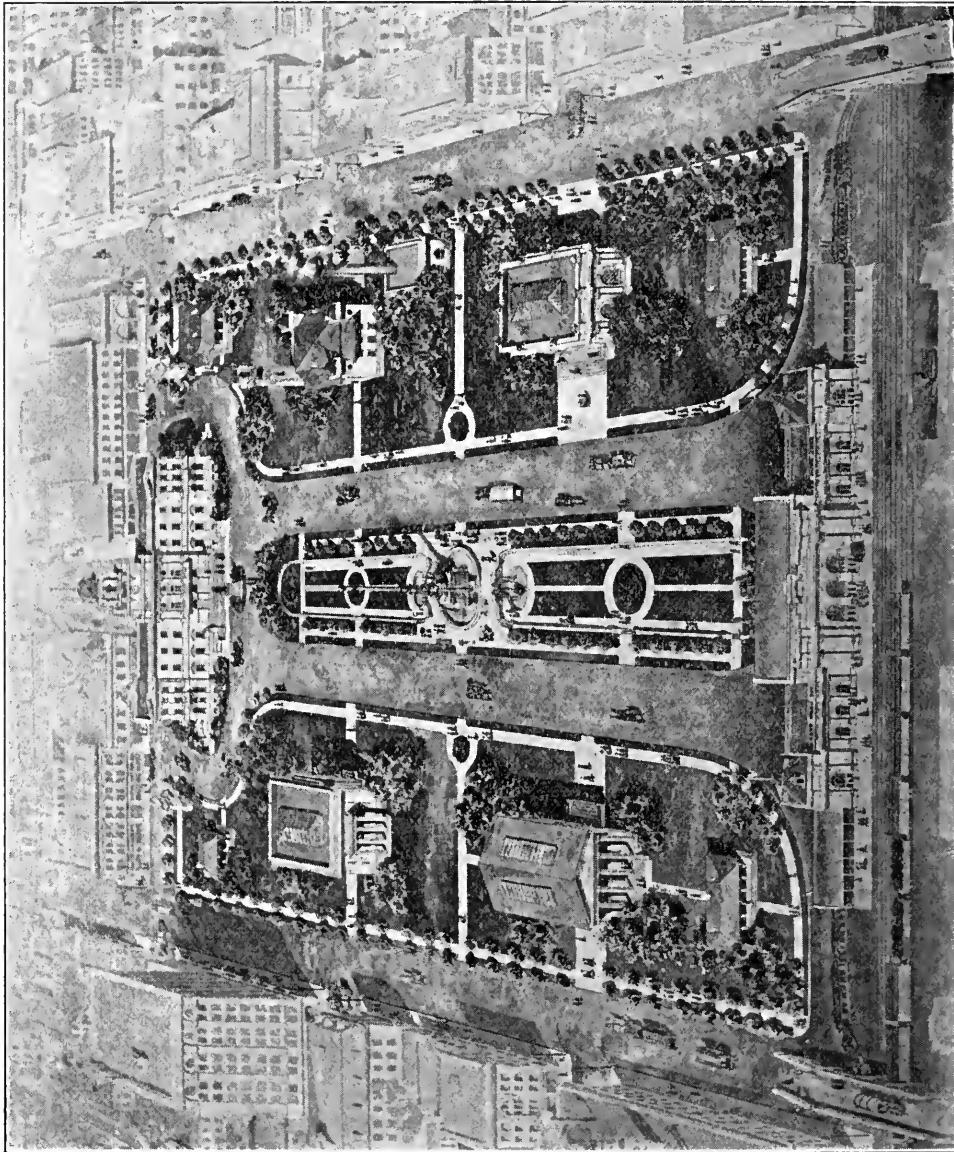
most of whom came from the northern states.

Altus has attained all of her growth during the last seven years and since the coming of the Frisco Railroad, for at that time it was scarcely more than a wide place on the dusty prairie road. The Orient Railroad was the next to enter the town, and then came the Wichita Falls & Northwestern and the Altus, Wichita Falls & Hollis, the last of which opened its line to traffic during the summer of 1910, and thus gave to the city its seventh railroad outlet.

The transportation facilities afforded by the new railroads soon made the growing town a very convenient distributing point, and naturally numerous wholesale houses followed, a flour mill, an alfalfa mill, a

ing spaces, so important in the older cities, because people on these western plains always had plenty of room.

Many of the new subdivisions were laid out so that they completely block important streets and alleys, and others had such narrow streets as to interfere seriously with traffic. The sidewalks and street crossings (where there were any) were uneven and irregular, and contained as many kinds of material and designs in construction as there were ideas among the individual property owners. There were few trees, and these were generally little cared for. Green grass, pretty flowers and shrubbery were scarcely dreamed of by the majority of the citizens.



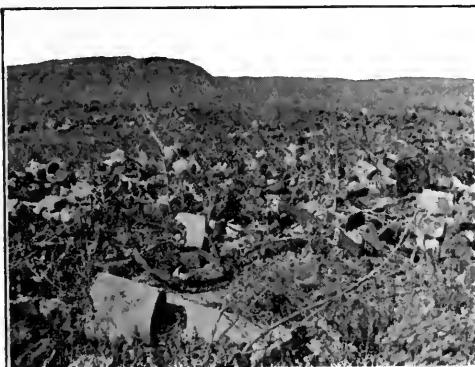
THE PROPOSED CIVIC CENTER IN ALTUS WILL FORM AN IMPRESSIVE ENTRANCE TO THE CITY

In point of population and volume of business Altus had passed from the village to a hustling little city, but in her outward appearance she still retained many of the characteristics of the pioneer town of the plains. A birdseye view might have suggested the picture of a half grown country girl arrayed in a diminutive frock of two summers previous.

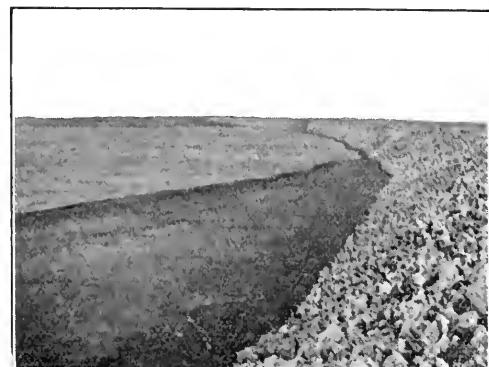
Among the citizens of Altus, however, there were some far-sighted thinkers, many of them men who had come to this country when it was new, braved the hardships of pioneering, and gained wealth and recognition upon the arrival of the railroads and a population. These men believed they could foresee Altus a city of 25,000 before their own days of activity were over. They were convinced that their city, as the geo-

clear and soft, testing more than 99 per cent pure, and seems to be unlimited in quantity.

The beginning of the activities for the civic betterment and improvement of Altus date from about February 15, 1910, at which time Mr. L. P. Jensen, Landscape Architect of St. Louis, was brought to Altus for the purpose of planning civic improvements, laying out a civic center and an encircling boulevard and radiating thoroughfares. Mr. Jensen remained in Altus about a week, and during that time delivered two or three illustrated lectures, and subsequently submitted a report to the Altus Chamber of Commerce making civic recommendations and furnishing a preliminary plan for the development of Altus along the lines of civic beauty. In the beginning



A FORMER EYESORE AT LAKE PARK  
Since the awakening this dumping place has been cleared up



THE LAKE AT ALTUS  
The surrounding land is owned by the city, and is to be used for park purposes

graphical center of a large and rapidly developing section of fertile territory, was bound to grow to many times its present population. Then these men began to think, and as is characteristic of the Westerner, they talked as they thought. They began to discuss municipal improvements and city planning, and the result was a great civic awakening.

The first fruit of the aroused consciousness of Altus was the voting of \$200,000 worth of municipal bonds for the purpose of constructing new and adequate water, sewer, and electric light systems. This work is now all well under way and in all probability will be completed by the time this article is in print. The city water supply is obtained under the new system from shallow wells located in the gravel beds about eight miles north of the city. The water obtained from this source is

the promoters of civic improvement met with the usual cool reception of their ideas that seems to come to all of the pioneers in this work in every city where it has been attempted or adopted, but at the present time the forces behind the plans for civic betterment include practically every man and woman in the city. The education of Altus has not required as much time as was taken in many of the older communities. The additions recently made to the city on the east and on the west provide for the northwest and northeast radiating thoroughfares connecting with the encircling boulevard.

This boulevard, as planned, is sixteen miles in circumference, and it is expected that the southeast and southwest radiating thoroughfares will follow the lines of the railroads going in those directions.

The old electric light plant was down by

## THE AMERICAN CITY

the lake and was an eyesore in what will prove to be, under the new plan, one of the most beautiful lake and park resorts in the southwest. The property surrounding this lake is owned by the city, and is to be used for beautifying purposes. Thirty thousand dollars is being expended in improving the electric lighting plant, which has now been moved down near the railroad in the manufacturing district, where it naturally belonged.

The movement for the civic center has been a quiet one, there have been no pyrotechnics, but there has been a constant discussion, and today you do not find in Altus a single individual who will express himself as opposed to the plan.

The object of the Preliminary Report on the Improvement of Altus was to acquaint the citizens with the value of a plan for the future development of the city, to show that much money could be saved, and convenience and beauty would be the result if such a plan were followed. Some of the playgrounds, parks and residence subdivisions are being planned to form beautiful natural lines, which will be interesting because of the contrast to the general arrangement of the city.

The civic center, which without any doubt soon will become a reality, is perhaps one of the most interesting features in the plan. It will form a sort of an entrance gate to the city, and will replace the ordinary



PLAN OF THE ELMWOOD PARK RECREATION GROUNDS AT ALTUS, OKLA.

All the street crossings in the city have been ordered brought to grade and cement crossings put in, and the next step will be the paving of the streets. This, however, will not be done until the water mains are down, which work is now well under way.

The first addition to the city to get away from the old ideas of straight lines and square lots, was Elmwood Park Addition in the eastern part of Altus. The plan of the Elmwood Park Addition accompanies this article and the illustrations are a sufficient explanation of the advancement in landscape ideas since the visit of Mr. Jensen in the spring. The citizens of Altus have learned that these improvements, although adopted early in the beginning of the city's growth, do not come without cost, but they have also learned that cost is the least of all the considerations.

squalid and ugly surroundings of the average American railroad station by a splendid group of municipal buildings set in a large open space. The radiating thoroughfares, two of which have already been started, will to a great extent do away with the inconvenience of the checkerboard system of street arrangement heretofore adopted.

Altus, like most of her sister cities of the new southwest, has fortunately provided herself with very wide streets, the main streets being ninety and a hundred feet wide. The planniers of recent subdivisions have not been so liberal as was the pioneer, and new subdivisions with narrow streets are gradually blocking the main thoroughfares of the city. The present plan will prevent this, and most of the real estate interests of Altus are willing to adapt future subdivisions to suit the general scheme.

Parks and playgrounds, while not at pres-

ent badly needed, will be provided for while the property may be secured cheaply, and will be developed as they are needed.

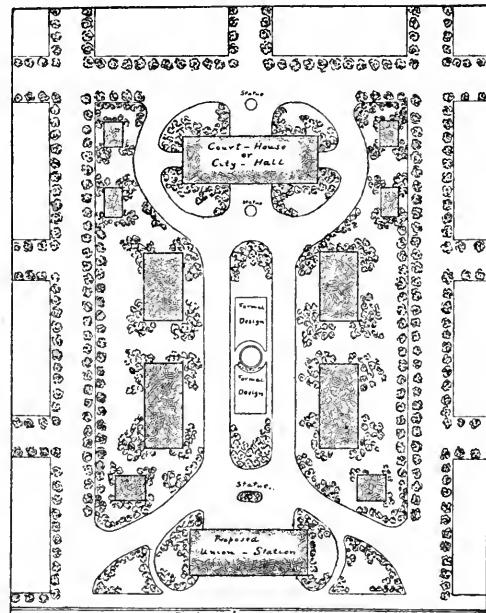
The proper planting of these open spaces, and the planting of trees and shrubs on and along the streets and boulevards, will serve as an object lesson to the people, teaching them that there is a large variety of trees and shrubs which will grow and thrive in Oklahoma, when proper attention is given to their cultivation and care.

If there is one thing which the cities of the plains need more than any other it is tree planting, because the trees not only serve as a protection from the sun and as a beautification of the city, but they shelter and protect the city against the strong winds of the open country.

Altus has been fortunate, so far, in not being disfigured by ugly billboards, and this nuisance will not be permitted to mar the city in the future. The subject of overhead wires will be studied and taken care of by running them through the alleys until they can be brought underground, where they belong.

The plan is not being made simply to beautify the city, but the main object is to avoid the senseless haphazard fashion of building, by treating the city as a whole in such a way that each part as it develops may fit into the other parts harmoniously and conveniently, in a practical, sensible manner.

By proper care of traffic conditions, by



GROUP PLAN FOR FUTURE PUBLIC BUILDINGS  
IN ALTUS

the avoidance of overpopulation of any part of the city, and by the proper distribution of open spaces, the sensible city will be attained.

The plan of Altus therefore stands first for convenience and common sense, and second for the beautiful city which will be the final result of a sensible plan properly executed.



# The Issue of Municipal Bonds\*

By Park Terrell

Manager Municipal Department, Columbia Trust Company, New York

Probably no municipal function is so hedged about with such a multiplicity of immutable restriction as the issue of municipal bonds, yet there is no other more subject to minor variations in procedure which tend to increase or diminish the market value of the securities.

We might begin with the state constitution and the laws authorizing bond issues, and trace the proceedings step by step through to the final payment and redemption of the bonds, but the purpose of this paper is rather to consider some of the details which may not have attracted the attention their actual importance merits and to add a few suggestions of more or less potential value in connection with the issue of bonds by cities of the third class in Pennsylvania.

Municipal indebtedness in the United States has grown enormously within the present generation. The yearly output of bonds is increasing more rapidly than the population of the country at large and even faster than the increase of population in towns and cities. Excluding temporary loans, bonds issued in anticipation of taxes, etc., during 1906 approximately \$175,000,000 of municipal bonds were issued, and in 1909 more than \$320,000,000, almost doubling the amount of annual issue in three years.

These figures, extraordinary as they seem, do not necessarily indicate a growing recklessness on the part of municipal officials or a disposition to run heedlessly into debt for unwarranted purposes. Undoubtedly the present tendency to extravagance in private expenditure does in a measure produce a willingness to acquire public improvements and conveniences entailing the issue of bonds which a few years since would not have occurred even to the most progressive citizen. A small minority of these expenditures are unwarranted, but the very great majority are for actual necessities, among which may be

numbered pure water, sanitary sewers and modern school buildings. That these three items are among the largest for which bonds are issued is decidedly to the credit of American municipalities.

We should take into account in this connection the increase in population of the older cities and the development of the newer communities, and also the recent tendency toward municipal ownership of public utilities which in some parts of the country amounts almost to a craze. Taking all these elements into consideration it would appear that though the increase in the rate of issue of municipal bonds is above the average growth of the municipalities themselves in wealth and population the excess in nearly all cases is for the purpose of providing improvements needed by the present or prospective population.

How to provide all these modern necessities, comforts and pleasures for the people, without unduly burdening taxpayers, present and future, is a problem worthy the study of every public spirited citizen, and particularly of officials and members of city councils upon whose shoulders rests the responsibility of providing at reasonable cost all the improvements necessary to the wellbeing of the people and the prosperous future of their respective communities.

Looking outside of the State of Pennsylvania we find some cities indebted up to the legal limit or to such a point that purchasers cannot be found for their bonds. Upon looking into the financial conditions of such cities we shall generally find two things; first, that their bonds are for long terms, and, second, either that sinking funds have been provided to take care of the principal when it shall fall due or that no provision has been made for such redemption, the intent being to continue the debt by the issue of refunding bonds.

Other cities are found with wide and pleasant streets, beautiful parks, adequate sewer systems, commodious school build-

\* A paper read before the League of Third Class Cities in Pennsylvania.

ings and pure water in abundance; yet the bonded debt is comparatively small, and in some cases is even now diminishing.

The difference in the financial condition and the credit of the two classes of cities is most striking. The moribund condition of the debt burdened city affects also its commerce and is discouraging to every citizen. Further contrast is unnecessary, and for the causes making for the high credit of one class of cities and the low credit of the other we have not far to seek. The trouble with the first class of cities has already been indicated, and the reason for the prosperous condition of the other class lies in the fact that some enterprising citizen has not only carefully computed the relative cost of long term bonds with those maturing in small annual installments, but has noted that the payment of these installments leaves the city's credit, by that much, free to provide for other needed improvement.

The sinking fund in municipal finance is a bungling relic of the days when credit was low, and some assurance had to be given the bond holder that the principal of his investment would be paid when due. Not only does the sinking fund clog and complicate the finances of a municipality, but it has absolutely no redeeming qualities. If a sinking fund is intended to serve any purpose it is that of providing out of itself for the immediate redemption of the debt when it shall fall due regardless of whether the municipality shall be able otherwise to pay the bonds or not.

Now it is the custom of municipalities to invest sinking funds in their own bonds, so that should their credit become impaired the holder on presenting his bonds for payment would find as a protection to his investment only other bonds of equal value with his holdings.

Here in Pennsylvania among the cities of third class we find that the city with the smallest percentage of debt has also the smallest sinking fund. Here, too, the life of municipal bonds is limited to thirty years, and while bonds may be issued for that length of time there is nothing to prevent making them payable in small annual installments equal in amount to the installment which must be provided in the tax levy and which otherwise would go to swell the sinking fund.

The serial bond is coming into favor

with conservative investors who recognize the fact that municipalities issuing them have adopted the thrifty policy of paying as they go. As an old banker remarked when his attention was first called to a serial issue: "Those people propose to pay their debts"; and he bought the entire issue, which was more than ten times the amount the salesman had hoped to induce him to buy.

It should also be noted that a one-thirty year serial bond issue (*i. e.* one whereof one-thirtieth part is paid off each year) has an average life of only 15.5 years, saving to the municipality the interest for the other 14.5 years, less the possible earnings of the accumulated funds which in any case would amount to much less than the interest on the bonds.

Officials who have hitherto been in the habit of issuing straight thirty year sinking fund bonds would do well to study the merits of the serial bond, observing not only the saving in interest but also its effect in automatically clearing and keeping clear the credit of the municipality.

A feature which is peculiar to Pennsylvania is that of the four mills state tax to be deducted by the issuing municipality and which is waived in case the bonds are held outside of the State. The result is confusing and complex, for if coupon bonds are sold to parties residing in other states there usually is no way of knowing whether they have been thereafter transferred to Pennsylvania residents and so have become again subject to the tax. It would be an easy matter for bond holders within the state by a temporary transfer to outside parties to avoid this tax while their more scrupulous neighbors were compelled to pay it. Many states already have abolished all taxes on bonds issued by municipalities within their borders, and there is no doubt that if a proper bill were drawn and presented Pennsylvania legislators would be quick to see the advantages to the State of foregoing the small income resulting from this tax. In cities of the third class the sale of improvement bonds of small denominations to their own citizens would be favorably affected, as then the holder would receive the full amount of interest stated in his bond and would not be annoyed by finding each interest payment day that for his 5

per cent coupons he was receiving only 4.6 per cent. Such is human nature that men would rather buy 4.5 per cent bonds and get full rate than to buy at the same price 5 per cents and get 4.6 per cent interest.

A provision of the act authorizing the issue of improvement bonds by cities of the third class which heretofore seems to have escaped attention is that of making the term of such bonds "not less than five years," leaving it optional with the issuing municipality to make them as much longer as it pleases within the legal limit of thirty years. As most of these improvements have a life of at least ten years might it not serve a good purpose to have a bill passed by the Legislature providing for improvement bonds to be paid in equal annual installments, the last of which shall mature not more than ten years after date? Such bonds bearing 4.5 or 5 per cent interest in denominations of \$100 each could readily be sold to the citizens of any city here represented and would be the means not only of encouraging thrift generally and particularly the habit of investing in permanent funds, but also of encouraging an interest in all matters pertaining to the city government. Any man owning even a single bond of his own home city is bound to take a live interest in its affairs, and be a better citizen because of such ownership. The City of Wilkes-Barre for some time has been selling its improvement bonds to its own citizens in small lots, auctioning them in such a manner as to cause them to be widely distributed. The benefit accruing to both city and citizen is already appreciable, and will constantly grow.

There is a widespread and generally accepted idea that municipalities should be empowered by law to issue bonds without the authority of a vote of the people. For this opinion there seems no justification in the circumstances. In answer to the argument, which has been advanced, that it would be difficult for finance committees to make arrangements so far in advance, and that special elections are expensive, we have only to reply that it is customary to make up annual budgets, and to provide a year in advance for all necessary improvements for which bonds must be issued would be no more difficult, also that having arranged for these improvements they could all be voted on at the annual

election entailing little trouble and practically no expense.

Only in some such way can the people for whom the improvements are intended, and who must pay for them, have a voice in deciding what improvements will be desirable and what they would prefer to do without. At this point the suggestion is frequently made that only the votes of taxpayers should be counted when deciding questions involving the expenditure of public funds. Immediately follows the claim that women taxpayers should have an equal right with the men to say how their money shall be spent, and the whole question of universal suffrage is opened up.

At the present time it does not appear necessary to go so far into the question of who might or might not be entitled to vote when authorizing public improvements. Practically all of the inhabitants of the city are interested, and in one way or another, directly or indirectly, they all contribute to the city's treasury, and a vote of the electorate as now constituted would express accurately the will of the whole people. The point is that the wishes of the people who foot the bills should be consulted in all matters of extraordinary expense.

Of course the foregoing does not apply to local improvement bonds which are to be paid from assessments on the real property benefited.

Another objection to making all bond issues dependent on the votes of the people is that sufficient interest would not be shown to carry the elections. A sufficient answer to this is a reference to the State of Georgia, where all bond issues amounting to more than one-fifth of one per cent of the assessed valuation not only must be voted upon, but must command a vote of two-thirds of the entire electorate, not merely a majority of those voting at the election. The result is that the people take a greater interest in public improvements than in most other states, and the officials are more careful as to what improvements shall be proposed.

The two-thirds majority required to carry a bond election does not seem to stand in the way of needed improvements, for, taking into consideration the population and taxable values, there is hardly a state in the Union which is making more progress in public improvements than

the State of Georgia. All Georgia municipals must have their validity affirmed by the Superior Court, and thereafter their legality can never be questioned. The constitutionality of this provision of law has been upheld by the Supreme Court of that state.

Dealing in municipal bonds, as a business, from a very small beginning has grown to its present vast proportions within comparatively few years and, as must happen in any business of rapid growth which is without established precedents, many irregularities have occurred. Dealers endeavored to protect themselves and their customers by requiring that the proceedings be examined and approved by their own attorneys, and that the municipality furnish the certificate of a local bank officer attesting the correctness of the signatures affixed to the bonds, and in many cases insisted that they be allowed to furnish the blank bonds. Curiously enough out of this latter precaution, which was undertaken in good faith for the protection of all parties to the transaction, has come the greatest abuse of all—that of forgery on a large scale. It is a common saying that in every crowd there is at least one crook, so as the number of bond dealers increased at last one man, dissatisfied with ordinary profits, speculated in stocks with the usual result, and, finding himself hard pressed by his creditors, ordered from a lithographer duplicate blanks of several bond issues he had recently handled. To these blanks he affixed fictitious names and seals, and proceeded to obtain loans from banks where he was known, using the forged bonds as collateral.

He felt that he was safe so long as he paid the interest on the loans promptly; and this he did; but one of the banks, anxious to assist their customer, clipped the past due coupons from one of the spurious bond issues intending to add the proceeds to their friend's account. On presenting the coupons to the fiscal agent for payment their character was at once discovered, followed quickly by the arrest and conviction of the forger.

Once the way was shown other similar crimes were committed, the amount in one instance aggregating over a million dollars. Naturally both municipal officials and bond dealers were aroused, and means were sought which would effectively pro-

tect the high standing which this class of securities had hitherto enjoyed.

From the situation outlined grew what is now known as the "certification" of municipal bonds by the trust companies which had long been accustomed to certifying to corporation bonds; but here was a situation demanding peculiar safeguards and involving greater responsibility, and as it was a new and unknown venture the first attempts were crude and inadequate to the purpose. Gradually, however, as experience demonstrated the necessity or desirability of additional precautions, these were incorporated in the protective plan, until now it is quite elaborate and constitutes a complete system of checks against misuse of paper or engraved plates and the employment of steel engravings, the very designs for which should be owned by the certifying company, otherwise, as experience has repeatedly shown, the designs may be used for preparing other securities and thus lose all value in identifying the certified bonds.

Of course, any one could "certify" to the correctness of the signatures and seal, yet such certification might be worthless, and no matter how responsible the certifying company might be its certificate on bonds which could be cheaply duplicated would afford little protection. At the present time the value of certification depends largely on the safeguards employed in the preparation and issue of the securities, and the attention of municipal officials responsible for the proper issue of bonds should be directed to the quality and effectiveness of these safeguards.

Another point may be briefly noted. The dealer, in requiring that the validity of issues be approved by his attorneys, is taking the only means at his command to protect his customers from loss through the purchase of illegal or irregularly issued bonds. Now it happens that more than half the bond issues offered for sale when so offered are not in legal form, hence it is that for every legal issue the dealer has to pay for two examinations by his attorneys, and must make allowance accordingly in his bid. This doubling of the cost of legal examination may be avoided by the municipality employing in advance of the sale an attorney making a specialty of municipal law whose opinion will be generally acceptable (such attorney as the

bond dealer would retain) to coöperate with the city solicitor to the end that the legality of the bonds may be established to the entire satisfaction of every possible bidder. By such a course the issuing municipality is also saved the trouble and pos-

sible loss incidental to a long delay after the sale while the proceedings are being examined, corrected and finally passed upon by the purchaser's attorney. Cities adopting this procedure have found it worthy of continuance.

## Business Efficiency for Pittsburgh

With this title has appeared the public accountants' report of the Controller's Department prepared under the direction of the Committee on Municipal Research of the Pittsburgh Civic Commission.

The Controller's auditing is limited to the formal and legal correctness of the vouchers for disbursements, and leaves the bureau and department heads alone responsible for seeing that the quantity and quality of materials furnished are exactly according to order. This report shows how the unit costs can be ascertained by a development of the Controller's accounting and recording system. In such departments as those of police, fire and health, "the service rendered does not readily lend itself to expression in quantities."

The Controller's last report contained a classification of receipts and expenditures according to the activities for which made. If this classification is made an integral part of the accounting system and extended to show the quantity of work performed or service rendered, a complete cost accounting system would be developed. To illustrate: such a system would show not only the total cost of the street cleaning service, but also the length and area of streets cleaned and the cost per square yard. The Controller is the only city officer having the power to prescribe a system of uniform and coördinate accounts for all departments, which can be accomplished by collecting these operating statistics and relating them directly to the classified expenditure accounts.

The importance of such cost accounts is shown in this report by a clear and readable analysis of the difference between business administration and governmental administration. The earning of profits is the ultimate test of a successful business.

"On the other hand governmental administration is not concerned, directly at

least, with earning profits but with rendering services to the community which presumably are to be paid for at cost by the community by means of taxes or special assessments. Hence . . . even if expenditures do not increase, the service rendered may not represent full value for the expenditure made, and yet the fact not be so obtrusive as to attract the attention of the average taxpayer."

Business undertakings admit of such expenditures only as will give a corresponding return of income.

"On the other hand, municipal expenditures are not, in the main, expected to produce direct revenue, and the rate of taxation may be indefinitely increased to provide the funds for making extravagant or unwise expenditures."

Great is the need, then, for detailed information as to cost and quantity of service rendered before the taxpayer can criticize intelligently the city's administration.

The general books of the Controller of Pittsburgh do not show all of the city's assets and liabilities. Various current assets, such as uncollected taxes and assessments against property owners, property owned by the city, etc., are omitted, and also such liabilities as amounts payable to contractors for improvements, damages awarded, etc. The city's general accounts should be broadened to include "controlling accounts" showing in totals the transactions recorded in detail in the tax, street and sewer ledgers.

There should be a separate account "for each of the districts between which a distinction is made in levying taxes and making appropriations, e. g. old city of Pittsburgh, former city of Allegheny and the greater city."

The carrying out of the suggestions made in this report, which, of course, may apply to other cities, would undoubtedly result in making the economy and efficiency of the city administration clear to the taxpayers.

# Newburgh's Model School Building

By M. V. Fuller

To realize most fully how beautifully the city of Newburgh, N. Y., is situated, one must stand within its borders. To view the city from the usual approach, by rail or by water, is somewhat depressing except from the commercial standpoint. We recognize at once the great industrial possibilities of so favored a shipping point, and see abundant evidence of manufacturing activity, yet that first look is not the one that holds us, that makes us glad to have reached this historic city.

But on a crisp fall day, having mounted

is to grow up in such majestic surroundings with so many object lessons to make vivid the history of their country.

For Newburgh-on-the-Hudson, settled in 1708 by Germans, and by the middle of that century controlled by Scotch and English, has always paid dearly for her liberty. Her soldiers were noted throughout the Revolution as among the bravest and truest patriots of the war. At the headquarters of Washington, preserved in good condition, visitors find many interesting war relics. Incorporated as a village in 1800 and as a

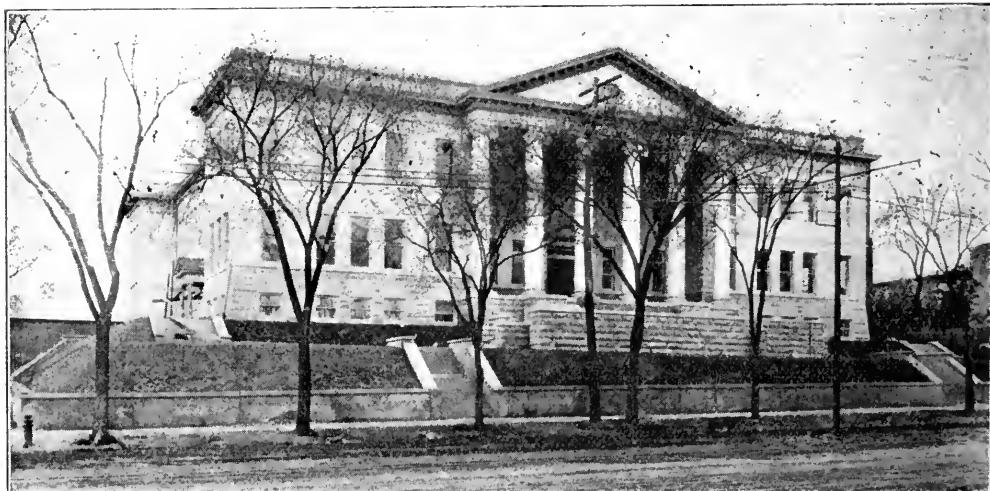


VIEW FROM DOWNING PARK, NEWBURGH

steeply from the Hudson to the main city street, and, with a good horse and comfortable carriage, driven through the well planted residence streets until the gradual ascent has led to the heights of Downing Park, there to pause with gaze southward upon the nestling city and the river and the glorious Highlands—that indeed stirs the heart and the imagination. The dignity, the grandeur, of the historic setting make a powerful impression. One realizes the great advantage that should be felt by the children of Newburgh, whose privilege it

city in 1865, the municipality has grown steadily until now it has a population of 27,000. The same consciousness of a city-in-the-making is there, the same sense of being a vital point of warfare, but the weapons are different; the object is one that has been made possible by the very sacrifices of the patriots of long ago.

Newburgh has much to accomplish. While she is planning and working for industrial development, with a glimmering vision of a more beautiful city, her children have come into their own.



BROADWAY GRAMMAR SCHOOL, NEWBURGH

The new grammar school building, known as the Broadway School, from its location at the top of the Broadway hill, well justifies the pride which Newburgh feels in it. It was begun in 1908, and was opened the first week in September, 1910. It is of cream-colored brick in colonial style, with a basement and a terrace wall of granite blocks. The approach, by two flights of steps, is impressive, and as one passes between the tall, stately pillars and enters the building, he gains at once a sense of order, of dignity, of systematic management.

Directly in front of the entering visitor is a double stairway leading to a low landing, from which one may enter the assembly hall. On the wall above this stairway is a bronze tablet bearing the date of the erection of the building and the names of the building committee and the architect, Mr. Frank E. Estabrook of Newburgh. At the left we enter the room of the principal, Mr. William H. Kelly, who with justifiable enthusiasm in the plant under his charge, gladly finds the opportunity to act as guide throughout the building.

The electric clock in the principal's room controls all other clocks in the school, and automatically signals the changing of classes by ringing bells in various parts of the building. Across the hall from the principal's room, at the right of the entrance, a door opens into a teachers' rest room, where there are comfortable chairs and a couch, and from which another door opens into a white-tiled lavatory. There is also a closet for wraps, etc.

Ascending the low stairway, we open the door on the landing, and, entering, find ourselves on the broad platform of the assembly hall, where stand a grand piano and chairs for principal and teachers. Large windows at the back of the room give a plentiful supply of light. There is a brass-railed horseshoe gallery opening into the surrounding second-floor corridors, which have wide, arched openings looking down into the hall. The chairs are exceedingly comfortable, and accommodate 812 persons, while it is probable that an audience of 1,000 persons could find room on the main floor, in the gallery, and in the corridors during any public exercises. Commencement exercises will hereafter be held in this room, which will save the rental of \$125 paid each year to the Academy of Music.

There are sixteen classrooms in the building. All the seats have been arranged so that the light comes from the left. The desks and chairs are of good material and design. Back of each teacher's desk is a closet, where books and various belongings may be kept. Adjoining each classroom is a long narrow closet, opening at one end into the corridor, at the other into the classroom, and supplied with hooks and with clothes racks of heavy woven wire, so that each child has a separate place for his own coat, hat and umbrella. The use of the racks is arranged in an order corresponding to the seating of the room, and at a given signal the children may march from the classroom through the clothesroom, getting their wraps and returning to their seats in orderly fashion to get ready for out-

doors. A thermostat controls the temperature of each room, which is kept at 68 degrees in the winter. The ventilating system works satisfactorily; the children do not suffer from vitiated air.

The sewing room is especially interesting. It is furnished with tables and low chairs for twenty girls. A cabinet contains little compartments which hold material for five classes. There is a teachers' rest room on each floor. The building is supplied with bubbling drinking fountains.

The structure is truly fireproof. Only the floors and the seating could burn. The upright and horizontal supports are all of concrete. The stairs are of slate, with iron balustrades and brass rails. The wainscoting is of brick. Each corridor has an adequate supply of fire hose and chemical extinguishers. The building is station number 65 of the Newburgh fire system. Down in the basement one sees how in case of fire the progress of the flames would automatically close the fireproof door of the boiler room, as well as the door which shuts off the basement stairs.

That basement is a most interesting place. There one may see the concrete foundations, and find ample, well lighted room for manual training and instruction in cooking. The lavatories are roomy and

of the best sanitary type. Steam heat is supplied by four furnaces, to which coal is delivered by means of a great hod suspended from the overhead track on which it runs from the coal bin. Ashes are removed by the same convenient device.

On December 12 the Empire State Society of the Sons of the American Revolution presented to the Broadway School a fine bust of Washington, which is a model by the sculptor McDonald of Houdon's famous bust of Washington modelled from life in 1795. The presentation and unveiling of the bust were carried out with simple, appropriate exercises which conveyed a lesson of patriotism. The bust now stands in one of the three arches above the platform in the assembly hall. In the other arches stand busts of Abraham Lincoln and Gen. Nathanael Green.

The outlook from the windows of Newburgh's model school building might easily become distracting were not its beauty, its associations so skilfully made a part of the everyday instruction. As the lingering visitor gazes upon the river and the mountains and the busy city, it is with thoughts of the foundations which patriotic sacrifice established, and upon which the boys and girls now being trained for civic duty may build the better city of the future.

## A Texas Improvement League

The Civic Improvement League of San Antonio, Tex., looks back upon the year 1910 as one of distinct progress in civic betterment. Its educational work has included the introduction of the study of civic improvement into the public schools, so that when the young student leaves the high school to assume the responsibilities of citizenship he will be fully grounded in its principles. The League has also worked for the establishment of a municipal band to give free concerts in the plazas and parks; for the removal of all unsightly billboards and fences; for new ordinances making such improvements compulsory and preventing further encroachments on the river; for cleaning up vacant lots and planting trees and flowers; and for establishing playgrounds. Much has already been accomplished.

The first Friday in February will be observed as San Antonio Arbor Day, as the State Arbor Day in April is too late for planting and trimming in that city. The Woman's Club, the City Federation of Women's Clubs, the Real Estate Exchange and the Chamber of Commerce have endorsed the League and affiliated with it, and the city is now contemplating larger work which may need a civic architect to plan for future growth. Among the possibilities and needs are a park system with a circular boulevard and the improvement of the San Antonio River with terraced banks and planted lawns, with bridges and ornamental lighting that will form part of a general artistic scheme. San Antonio has fallen in line, and is energetically keeping step with other wideawake cities.

# The Need of a City Plan Commission\*

By Henry A. Barker

Chairman Public Improvements Committee, Providence Board of Trade

City Planning means simply the application of common sense guided by science toward the most efficient and useful development of the most important of all man-made institutions—the city.

It would seem almost too obvious to require statement that the places wherein the lives of such a very large proportion of all the people are centered, wherein countless generations are to dwell and seek whatever happiness is ever to come into their lives, upon the usefulness of which depends all their advancement and success, would need wise forethought in its upbuilding, to immeasurably greater extent than can a single house or a single factory. Yet the fact is that in America, until very lately, the city is almost the only important sort of an institution that has been allowed to grow up blindly and with absolutely no regard for its future convenience, comfortableness or attractiveness. Civic improvement usually suffers because it is too often regarded merely as a movement for the making of the "city beautiful" rather than the "city sensible" and useful. It is the city practical that we should be working for—the "city rational," and it will be found that a city like this will be beautiful as a matter of course.

The two great functions of a city are to furnish a place where the greatest number of people may live happily and well. To do this it must be as good as possible to live in and as well equipped as may be to work in. Careful planning and forethought are as necessary to increase its efficiency, economy and the excellence of its output, of men and of merchandise as they are in a great manufacturing establishment or in a department store. Yet the story of most of our cities is a record of absolute incompetence so far as any systematic development is concerned. It is a long continued series of mistakes that can never be more than partially overcome, even by the most

costly means. If we are honest with ourselves our national self-complacency must be rudely shocked when we look around the world, for, however clever we may be as a nation in so many ways, when it comes to city building we are not so abnormally precocious after all. We have been in this particular respect the most ignorant and indifferent of all civilized nations.

A city is presumably the most permanent of all man-made institutions. Its plan or its lack of plan affects not only a few individuals for a generation or two, as does the plan of a building, but it concerns almost every detail in the daily lives of hundreds of thousands—probably hundreds of millions—in the untold generations to the end of time.

The comparison between our workshops, where skill in the development of manufacturing processes for the highest efficiency of production outranks most other countries, and the cities themselves, which are but larger workshops, is striking and ludicrous. Men who call themselves "practical" allow their towns in which all their interests and property are centered, to grow up in an absolutely unregulated, hit-or-miss sort of way. In one way however, our cities are sure to excel; I refer to expense of operation. In this respect, at least, they literally beat the world.

But a great reformation is taking place, and all over the United States is seen the development of a wise and thoughtful purpose that is probably necessary for the continued wellbeing of the nation. In at least 66 large cities men are studying to improve the conditions of their future growth so that all future effort shall be wisely devoted in a rational way to prevent waste and duplication of effort, and to avoid tearing down the things built up unwisely and to utilize whatever national advantages they may find for the maximum of results. A mistake once fastened on the city map is a mighty costly thing to overcome. A natural resource once destroyed can seldom be bought back or reproduced. A town that

\* An address delivered at a luncheon of the Providence Town Criers, of which Mr. Barker is Sub-Chief Crier. (The Town Criers is an organization of citizens who believe in crying for what they want until they get it).

once falls behind in the competition with its neighbors seldom gets back into the front row.

The people of the city itself are seldom competent properly to perceive its real position, or its possibilities in comparison with other cities. That is why expert commissions of civic architects who understand the relation of cause and effect, who come equipped with the knowledge of conditions and results in a hundred other cities, who are free from local neighborhood prejudices, and who are equipped with imagination combined with practical skill, are being appointed to make the plans for the future development of so many of our towns. I believe it is a wonderful profession—the highest branch of architecture. You cannot expect an ordinary well-meaning citi-

zen, whether in the city council or out of it, to understand the technical requirements of the art. Any intelligent man would engage an architect or an engineer to design his house or his mill, so that all the parts would bear the proper relation, and all the departments work together most successfully. He must do the same for the very much more complicated problems of his city. Providence cannot afford to be behind in this. Its sister cities are beginning to sit up and take notice, appointing city plan commissions, studying their needs and their possibilities, so that they may develop themselves for their greatest success. That is why we ask that the same work be begun here. It is merely a straight business proposition to work thoughtfully instead of blindly.

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## The Children of the City

The Child Welfare Exhibit opened in the 71st Regiment Armory, New York, on January 18, and will continue until February 12. Prominent students of sociology have worked hard on various committees to prepare this vivid story of the influences affecting for good or evil the life of New York children.

Under the galleries in the drill hall are found the permanent exhibits of charts, models, photographs and other graphic representations which show the result of the two years investigations made. Each division of the exhibit carries its own special message, and every phase and interest of New York child life is touched upon.

In the center of the drill hall is the Court of Honor, where delightful entertainments and exercises are given, consisting of gymnastic exhibitions, dancing, pantomimes and music. Conferences are held on many subjects which affect child welfare, such as civics, selfgovernment, housing, home furnishings, pure food, etc.

The model three-room flat furnished for \$100 and the four-room flat furnished for \$200 attracted much attention, and caused a great deal of discussion on the opening night. A child's playroom furnished with 29 articles made from 56 medium-sized packing boxes at a cost of about \$40, was quite the center of interest that evening. The boy's workshop was full of attractions,

and the model toy shop, where one looked in vain for the grotesque and the mechanical, displayed simple, durable toys, many of which could be made at home.

Since \$900 a year is the lowest self-supporting wage for a family of five in New York, the committee on clothing has done its best to provide clothes for three children out of \$60 a year, and, finding the task unsatisfactorily performed, urges that the sewing classes in our elementary schools be given a practical knowledge of the wearing qualities, values and prices of textiles. There is a complete model depot for pasteurized milk. The library and museum exhibits show the deep influence these institutions are now having upon the lives of city children. The work of the Children's Court is shown and the need of less haste in dealing with cases of juvenile delinquency.

The candy shop, the moving picture show, the dance places, the life of the streets, all are studied in this comprehensive exhibit, which is exciting great interest in other cities, and which will be of untold value to many workers. It is like pausing for a long, free breath in the midst of hard work accomplished in order to take account of progress and to plan for the future. There is little doubt that the methods of the New York Budget Exhibit were of assistance in the laying out of this undertaking.

# The Relation of City Planning to the Municipal Budget\*

By George A. Ford

At first thought the relation of city planning to the municipal budget does not appear to be very close, but on more careful consideration we find that there is a vital connection between the two. We have been considering at this conference the substitution of prevention for cure. We have been impressed particularly in the subject of modern medicine with the fact that the whole tendency nowadays is to prevent a man's becoming sick rather than to try to cure him after he is sick. "An ounce of prevention is worth a pound of cure." May I take your time for a little while to consider the application of this to the city budget? Let us consider first the amounts spent on purely curative features. In the Boston budget for 1909-1910 we find the following items:

Tuberculosis hospitals and treatment .....	\$165,000
Hospital department.....	600,000
Infirmary and almshouses.....	178,000
Overseers of the poor.....	178,000
Penal institutions .....	220,000

Add to this loan, revenue and special appropriations for tuberculosis sanatoria, hospitals and penal institutions, totalling \$205,000, and we have a grand total set aside for curative purposes of \$1,526,000 capitalized at three and a half per cent, the regular city rate for borrowing money, and we have a total of \$43,500,000.

Bearing in mind these figures, let us consider if there is any way in which we can avoid a large part of this expenditure. It is a universally accepted fact that congestion in the large cities materially affects the health and morality of the cities, usually in direct proportion to the density of population. Statistics show that the death rates of large cities increase rapidly in proportion as the population becomes congested, and conversely, the population becomes more and more healthy in proportion as it is disseminated through model scientifically laid out suburbs and villages. The same is true of morality,

it being clearly shown by statistics that crimes, especially among the youth of the city, increase in proportion to the density of the population. The population of the country is becoming more and more concentrated in the larger cities, more than half of the population of the United States being now an urban population. Every little town is forced to consider the possibility of its becoming a great metropolis. In a country which doubles and trebles the population of its cities within a decade no community can afford to think only of the present. In private business the successful head is constantly preparing for future extension and growth of his plant. Cities, on the contrary, are only too prone to devote all their attention to the present, and let the future take care of itself. Yet we must face, if we would be fair to ourselves, the possibilities of the advent in our own community of those horrible conditions brought about by congestion in cities like Boston and New York.

At the start we must distinguish between congestion and concentration. The latter is an economic condition and not harmful in itself, but it is noxious only in so far as it tends to engender congestion. Congestion has been defined as "undue concentration," and in this connection "undue" has been defined as that which tends to lower the standard of living, hygienically, morally and economically, below the generally accepted normal standard consistent with decent living. The concentration of people within a limited space is due to the desire for economy in manufacture and distribution, also the desire to take advantage of those social conditions which the huddling together of a large number of people renders possible. The growth of commerce and the increase in immigration and the fact that immigrants tend to settle in the cities rather than in the country account in large part for this concentration of population. Congestion, however, is something over which we have much more direct control. The following are its principal causes:

\*An address delivered at the conference of New England Mayors.

### Causes of Congestion

Lack of adequate transit and transportation facilities is one of the chief of these causes. With no good means of going to and from the heart of the city people are forced to remain in the near vicinity of their work, and in this connection we use the word "adequate" advisedly, for it is perfectly possible for a subway to be so placed that its operation tends to increase rather than decrease congestion.

Again, congestion often appears as a result of the lack of adequate city regulations with regard to open space, sunlight, etc. These regulations would differ in different communities, but the smaller community must be careful not to adopt standards for these things such as have been adopted by the greatest cities, as this often tends to incite builders in the smaller communities to ape the intolerable conditions prevalent in the greater cities.

Speculation in land, due to the desire of each individual to get the maximum possible return on his holdings, this return often being all out of proportion to anything that the owner himself has done to bring it about, probably accounts more than anything else for the worst phases of congestion. Just what this means we can easily see by comparing land values over a period of twenty or thirty years in any of our largest cities.

### Results of Congestion

Turning from these causes of congestion we might look for a few moments at its results. That it has a marked effect on health no one can doubt. Its tendency is to crowd tenements so closely together that a good circulation of air or the admission of sunlight into living rooms becomes impossible. The rooms are dark; the air in the narrow slits of shafts and wells becomes stagnant and foul. There is no incentive to selfrespect on the part of the dwellers in such hovels. The shafts become a receptacle for the constantly increasing accumulation of garbage. It is nobody's business to see that it is cleared out. The intolerable stench permeates all living and sleeping rooms, and perfect breeding ground is afforded for all germs of disease. Vitality is sapped. Germs of tuberculosis find a ready lodging place in the human system. The constant din of the passing elevated train, the continual roar of passing traffic, the shouting and street

calls, all combine in one awful effect on the nervous system. The tenement dweller, though he soon becomes unconscious of this noise, is constantly subject to the strain of it. The total result of these combined influences soon sends the weaker members of the family to the hospital, a public charge, who after a certain time will be sent home again supposedly cured, but told to observe certain conditions of sleeping in fresh air, having plenty of sunlight, and eating good food, although the hospital authorities know that these things are impossible and that it is only a matter of a comparatively short while before the patients will again be taking advantage of these curative facilities paid for out of the city budget. Furthermore, with the weakening of the resistance of the working members of the family, with the lowering of their vitality, their efficiency is decreased, they can stand less strain, wages decrease, conditions in the family become more and more intolerable, with the result that the whole family sooner or later, to a greater or less degree, has to turn to public institutions for help.

Again, in these gloomy barracks family life is impossible. So far from there being an incentive for father or son to stay at home of an evening, there is rather the strongest incentive for them to seek some other place where they can forget the sordidness of their existence. The only place left for them to go is to the saloon or worse. There can be no privacy in the home, sounds of all sorts resound through the building, the windows open out only a few feet away from those of the prying neighbor, every detail of the domestic life of one family is known by all the others, there is no place for the daughter of the family to stay, there is no place for her to receive her friends; the result is that she is driven to the street. The children have no place to play; yet children are children and they must play. The street is open to them. The reckless driving of heavy teams renders this constantly dangerous. There is no food for healthy development of the child's imagination; the only thing left to him is to follow the leadership of the bully. A hoodlum, mob spirit prevails. Temptations abound everywhere. Little wonder that the percentage of crimes among juveniles is many times as great in the crowded

portions of New York as it is in the open country town. And for all the people, young and old, the horrible dullness of existence absolutely demands a recreation wherein they can forget as far as possible the deadly routine of their lives. This means that all amusements and recreations have to be highly seasoned, so that the people soon lose their sense of proportion and values. This results in excesses which, through ignorance or indifference, soon overstep the pale of the law.

What is the effect of this on the future of the race? What is the inevitable effect on the city as a whole? How must it affect citizenship?

#### An English Contrast

Leaving this nightmare, I wish you would come with me for a few moments to a certain community in the northern suburbs of London. Rolling hills stretch away far to the north. Grand old oak trees frame in charming vistas. Grass and flower-bordered roads wind in beautiful sweeps over the hills. Gorgeous masses of flowers, brilliant in color, fragrant with many perfumes, brighten every outlook. Low houses, set in well-kept gardens, houses that look as though they were meant to live in, houses that are real homes, constantly varying, no two alike, sheltered by overhanging trees, separated by hedges, each a castle in itself, attract the passerby on every hand. Healthy, happy children are everywhere at play. The mothers are caring for the flowers in the gardens or trimming the vines which are climbing over the house. No matter where we look, everywhere there is a sense of cosiness, of cheer, an impression of self-respect and joy in life that comes only with content and wellbeing. Here all the rooms are bathed in sunlight. The air, freshened by the trees and plants, circulates pure and sweet throughout the house. The family can be by itself, for privacy is assured. The father stays at home when he has returned from work, for there is the garden for him to take care of, there are many little things about the house to do, and then, when it is too dark for these, there is always the pleasure of gathering with his family about the fireside. At night all is quiet, and, with the good fresh air, it is possible for all to wake up in the morning with that delightful refreshed feeling, the meaning of which the tenement

dweller hardly knows. The family becomes attached to the house as a home. All feel a sense of responsibility, and this means steadiness and worth. Over the back fences of the gardens,—and think of the joy of having fresh vegetables right from your own lot,—the families compare notes over their common successes or troubles, community interest spreads, all feel that they have a part in the common life of the district, and, all unwittingly, the best of citizenship is engendered. The social unrest of the city ceases and with it the attendant political difficulties, for here the workers have other things to think about. With their increasing sense of responsibility and proprietorship they cease to worry about those issues which in the tenement seemed of paramount importance. Here the children can be brought up in a sane and normal way. It is not only far easier for the mother to care for them when they are young, but as they grow older their whole outlook in life is healthy and reasonable. The younger generation realizes the evils of tenement congestion and this realization, coupled with its selfrespect, not only makes it avoid such localities itself but forces it to strive by legislation to make their existence impossible. It is most evident that such conditions must decrease the charges upon the public exchequer in all matters pertaining to curative institutions.

Why is a man condemned to exist in the first of these localities when he might be and could be really living in the second? Why should he be forced to be shut up in a dungeon when he might be living in God's free air? And when we think what the latter of these living conditions means in the way of increased efficiency and health and happiness, and what it means in the way of better citizenship and a better next generation, should we hesitate for a moment, no matter what the immediate cost may be, to do all that within us lies to bring it about? And then if we only realized that the supposed cost of this, which has probably been the great deterrent to our action, was really after all a purely fictitious matter, should we hesitate for a moment about striving, by every means which within us lies, to put into effect the processes by which we may accomplish these ends.

It is evidently most desirable to distribute

the city dwellers over a much wider area. How can this be done? The key word is transit,—transit, so that the people who must work in the city may have an agreeable, quick and cheap means of getting to and from their places of employment; transit, so that the people who are living and working outside may have an easy means of coming in town for shopping or recreation. This means the devising of a comprehensive and scientific layout of radical and circumferential lines of high speed transit, making this transit underground, overhead or surface, depending on local conditions. Some cities have done this very much better than others, and particularly noteworthy in this connection is London, where the population is quite uniformly distributed over the whole surrounding area.

After having found a means of taking the people to the country we must find a means of keeping them there. This implies that their means of livelihood must be moved out. Certain stores and wholesale houses and certain factories, particularly those of seasonable goods, must remain near the center of population; but most of the other means of livelihood can readily move out, and would be attracted to do so owing to the cheapness of land in the outer regions, provided that they could be there supplied with adequate and efficient transportation facilities, that is to say a quick and easy means of supplying them with their raw materials and for the distribution of their finished product to their markets. Such transportation implies a comprehensive system of steam and electric railways, of traffic routes for motor or horse vehicles and of canals and waterways, with the attendant terminals and distribution points and means of intercommunication. Such a scheme should look well forward into the future so as to direct the growth of the city along lines which will be for its most reasonable development. Such systems should tend to concentrate the factories at certain points where their effect will be least noxious, and at the same time where they will be within easy reach of the large body of workers.

Once we have provided a means of livelihood in the outlying districts, and have also provided a good transit system for getting there, we have yet to educate the tenement dweller to the advantages of liv-

ing in these suburban districts. Through ignorance or indifference the greater part of these people do not care for the country. They don't know how to get there, and they don't know what to do when they do get there, and often they have no particular love of nature; and so it becomes necessary to carry on amongst them a lot of propagandist work, and, coupled with this, there must be something done to overcome their normal inertia. For, unless they are given a good shove to start them off, no amount of education is going to help them.

However, even when we have got the people out here in the country, the battle is only half won. Unless we can give these people some compensation for what they have given up when they left the city they are not going to stay. They realize only too well what the city means in the way of sociability. They are willing to put up with a great deal of discomfort in their homes for the sake of what the very concentration of population means in the way of social recreation. People of a given race herd together. They are naturally gregarious, and in a lower East Side he is a rare person who cannot find a companion of his own race and tongue. There is a never-ending variety in the possible amusements: saloons, moving pictures, dance-halls, shows without number and all different give a new zest to every evening. Little wonder the tenement dweller hates to give this up. Yet these features can be compensated for. Not only can be but have been and that most successfully. For in these suburban communities a feature can be made of the social halls and social rooms where it is possible for people to meet during the day or evening for any or all of the social recreations that the tenement district affords; and, in addition, the outlying district offers great advantages in the way of out-of-door recreation and the possibilities of use of common space for tennis courts, croquet lawns, bowling greens, baseball or football fields, etc., all of which are utterly out of the question in the city unless one spends a long time in transit to some outlying park. Furthermore, this community has possibilities in the way of common life, of co-operative self-government and its attendant development of citizenship which offer an attraction undreamed of in the city's con-

gested quarters. Education may be just as good in this region as it is in the heart of the city and at a far less cost per capita, for land here can be bought for schools at a vastly cheaper rate. It remains only to make provision in these outlying districts for shopping facilities in the way of stores and markets, and also for adequate protection by the police and fire department.

#### Copartnership Garden Suburbs

All of this has been done to a greater or less degree in the suburbs of our American cities. But there is one scheme for doing this that has had such an unprecedented success abroad that I feel that I will not be imposing upon your generosity if I take a few minutes to explain it. I refer to the Garden Suburbs and Garden Cities of England. This is a comparatively recent idea, having had its inception in England within the decade. And, whereas these garden suburbs started some six years ago with the smallest of beginnings, there are now some twenty of them in operation in various parts of England and as many more immediately projected, involving a capital outlay of toward \$20,000,000. Their most important feature is that of co-operation, or copartnership as they prefer to call it. No man owns his house, but he owns shares in the general company equivalent in value to that of his house and land. Furthermore, these tenant shareholders elect among themselves a committee that has complete charge of all the affairs of the community. In the formation of these copartnership garden suburbs a loan of two-thirds of the value of the house and land is secured from the Public Works Loan Commissioners of the British Government at an interest rate of three and a half per cent, repayable in thirty years. This is done under the provisions of one of the Housing Acts whereby a public utility society which limits its dividends to five per cent may secure such a loan. After this loan stock is issued which pays four per cent, and then the share stock which pays five per cent. The prospective tenant on taking a house is required to buy about \$250 worth of this share stock on the payment of \$25 or \$50 down. His rent is the same as that of other houses of the region. All profits accruing, and these usually amount in a growing community to between two and ten

per cent, are returned to the tenant in the form of share stock. When he has accumulated \$250 worth of the latter he is paid a cash dividend. A plan for the whole community is laid out at the start. Every advantage is taken of the most recent ideas in town planning so as to make the village not only as pleasant and agreeable and healthful as possible for the time being, but to provide in every way for the future growth and change of character of the community. The houses are limited to ten or twelve to the acre. Splendid gardens are provided with every house. Trees, plants, flowers, shrubs, vines, lawns are disposed everywhere to give the maximum beauty of general effect, and nobody is allowed to do anything to their particular plot which would nullify this effect, without the consent of the General Committee. All of this means that the individual cannot foist any unpleasant idiosyncrasies upon a long-suffering public. We all know what this means. Furthermore, in the original scheme spaces at the intersection of streets and between the backs of the houses at the rear of the garden are left for playgrounds and parks. Also spaces are reserved and buildings built thereon for use as town halls, schools, libraries, churches and social halls, the latter being used for various recreational and amusement purposes which readily help to make people forget the peculiar recreational advantages of the city. One of the great charms of the garden suburb idea is that the tenant, a working man himself, receives all the advantage of the unearned increment, and in one of the places of this sort in England this has in six years amounted to more than 50 per cent. So successful have these communities been in England that the interest of all Europe is awakened in the idea. At the Ninth International Housing Congress in Vienna delegates from all the countries of Europe were loud in their praises of the scheme, and furthermore pledged themselves to most active work in propagandizing this idea as the one great solution of the modern city housing problem.

#### The City's Part in Decentralization

What is the city's part in all this? How can the city, as a municipality, help toward bringing about these ideal conditions of living and working? The answer is by providing a comprehensive city plan, both for

the relief of the actual conditions and for caring for the future growth of the city way into the future. City planning has been considered in some hundred or more American cities. With very few exceptions this city planning has been solely esthetic. A few cities, of which Boston is a noted example, have considered the development of their transit, transportation and traffic systems both by land and by water. In Europe this idea has been carried into far greater detail than it has here, and they have considered further the zoning of the city, regulating the height of buildings, and the open spaces about them, differently in different parts of the city, determining districts for manufacturing and other districts for other classes of buildings, and providing for parks and playgrounds far into the future. In fact, city planning has become compulsory, or practically so, in many of the European countries. The new Town Planning Act in England has given an immense impetus to this sort of thing, and the new Town Planning Act in France has profited by the experience of England, and is making even more drastic regulations. They have found in various cities there that single houses, twelve to the acre, could be made actually to pay as well as five-story tenements on the same property. They found everywhere that a proper provision for the future growth of the city is the very best investment that a city can make. They have foresighted business men in

charge of the governments of the cities and states, and they are applying the principle to city administration that it does not pay to be penny wise, pound foolish. The result has been already a marked decrease in the relative expense of the hospitals, asylums, poor farms, etc., and a great saving in cost of buildings used for public purposes—a saving attained by spreading out the population to outlying districts where land for buildings for public uses could be secured at a fraction of the cost per capita of that in the congested regions.

City planning is simply and solely a business proposition. It boils down to this: can you, as a municipality, afford to continue in a hand-to-mouth existence? Can you afford not to consider the future? Have you any right to treat the city affairs with any less foresight than you would your private affairs? Have you any right to shift the responsibility onto the next generation? The city planning movement has come and come to stay. In your city some administration in the near future will form a city planning commission whose duty it will be to provide scientifically and logically a scheme for the growth of the community. In years to come this will be looked back upon as one of the greatest events in the history of the town, and probably the one thing that has had more to do with the future welfare of the town than all other things put together. Can you and the present administration afford to let this opportunity pass?



# Essential Features in City Building

By H. M. Weir

Associate Editor of "Town Development"

The phenomenal growth of many cities and towns especially in the South and West, has caused many persons to wonder why their town has not also shown a large percentage of growth in the past decade, and why some other town possessing no greater natural advantages should have increased its population by such wonderful numbers.

The normal growth of an American city in ten years is about twenty per cent. When a city shows a percentage of growth greater than this it is evident that some other force than nature is at work to bring about such a result. What, therefore, is that force that can make a city show such a remarkable gain as forty, fifty, sixty and even a hundred per cent and over, in the increase in its population? Undoubtedly many persons will answer: factories, railroads, and immigration. This is true, but behind all of these factors so essential in town development lies the reason, "It is the spirit of its citizens."

Every citizen, whether he admits it or not, has a certain amount of inherent pride in the development of the community in which he dwells. In the progressive successful community, the town that is forging ahead of its rivals, this pride of each individual has been united in one concerted effort for the cause of the community at large.

Without public effort it is impossible to launch and consummate any noteworthy achievement; coöperation is essential in town development. The city which realizes that concentration and organization is necessary in civic development, has laid the foundation for its future success. This coöperation must then have the means of expression, consequently we have the Chamber of Commerce, the Commercial Club, or the Board of Trade. Through these bodies, comprising as they do the representative men of the community, and directed by a wide-awake secretary, a man familiar with the needs of his city, all matters of the city welfare can be accomplished.

But to a great extent the success of the Chamber of Commerce or Commercial Club depends upon the secretary who directs its actions. In fact the modern game of town building has developed a new profession that of the commercial secretary. He must be in the first place a man possessed of great enthusiasm and be able to impart to his fellow members this enthusiasm. He must know thoroughly the needs of his community and be able to impress the citizens with these needs. He must be accurately informed as to what has been accomplished elsewhere and guide the development of his city along the lines that have been proven successful in other cities. And in order that he be a success he must have the undivided support at all times of his organization.

Furthermore the progressive city whose growth is being marvelled at possesses an active organization, a live secretary who is paid a good salary, and who devotes all of his time to the development of his community.

A Chamber of Commerce that is inactive is not only useless but is a detriment to the welfare of its town. And it is impossible to lay too much stress upon the vast importance of a Chamber of Commerce or Commercial Club, because it provides the machinery that takes the impulses of its citizens and turns them into acts. It creates the enthusiasm and performs the work that brings results.

It is an undisputed truism that factories build cities and that population creates land values. It is therefore necessary to secure factories if the town is to be progressive. And, as every resident of a community is benefited by its growth, it is, therefore, the plain duty of every citizen to assist on all occasions by giving his time, energy and money to the development of his community. And he should feel honored that he has the opportunity to hand to posterity a city progressive and successful in whose building he was a factor.

In such cities as Detroit, Dallas, Hous-

ton, Atlanta, and all those western cities whose growth has been so phenomenal, it has been proven that coöperation and organization were responsible for their wonderful increases.

If in any city the citizens would eliminate petty jealousies, and all strive to work together in harmony for the cause of the

common good, always bearing in mind that publicity, together with those two potent factors, the sacredness of true citizenship and the irresistible power of unity, are essential to its welfare, that city would soon be classed as one of those truly progressive communities that is best expressed as typically American.

## A City Farm School

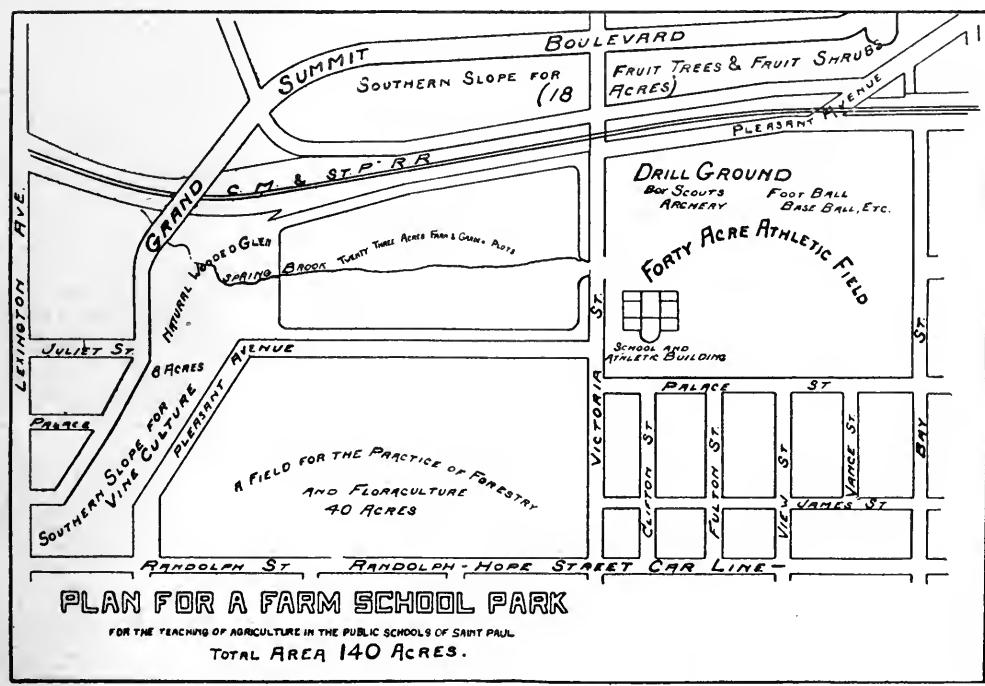
At a meeting of the American Association for Advancement of Science, held in Minneapolis late in December, Mr. A. B. Stickney, Chairman of the St. Paul Citizens' Committee of 150 to plan a comprehensive system of parks, presented an argument for adding theoretical and practical agriculture and the physical development of childhood to the curriculum of the public schools. He claims that the physical development of childhood requires more than children's playgrounds and the Boy Scout movement.

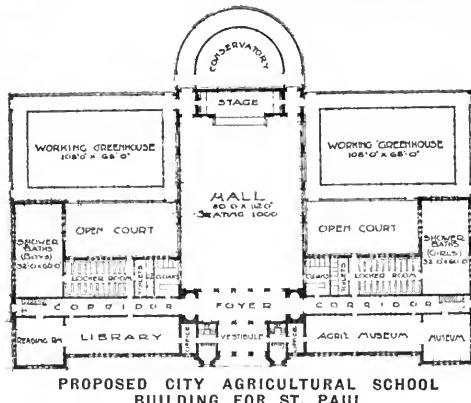
"It requires a curriculum covering the whole field of sports, wisely planned and systematically conducted, day by day, under

intelligent supervision, paid by the public and coupled with an authority derived from the law, equal at least, to that now conferred upon the public schools in respect to the mental development."

Mr. Stickney has planned a composite agricultural school and physical development park, which he hopes will be adopted by the city of St. Paul.

An unoccupied and easily accessible park district of 140 acres substantially fenced in and bordered on all sides with trees and shrubs would be divided into sections for experimental farm and garden plots, floriculture and forestry, fruit trees, shrubs and vines, so that every branch of field





agriculture would be provided for. A forty-acre athletic field would be ample for the full curriculum of physical development. There would be a combination school and

athletic building, containing a large hall, working greenhouses, a conservatory, bath and toilet rooms, laboratories, a library and an agricultural museum. This building would give opportunity for lectures, concerts, dancing and other amusements for all the people, and it would be open all day and every day. Near the main building and inside the farm garden tract there would be a lodge for the physical director, and on the north side of the field there would be rows of one-story schoolhouses with wide verandas facing the south, where the younger children could study on sunny days. The plant would accommodate from 2,000 to 2,500 pupils, and the land improvements would cost per pupil about one-half the cost of the city high schools per pupil.

## Safeguarding the Health of Employees

In an address delivered before the Conference of New England Mayors, Dr. M. G. Overlock, State Medical Inspector for the Worcester district, brought to the attention of that body the steps that had been taken, especially in Worcester and Boston, for the curative care of consumptive employees and for the adoption of preventive measures.

On March 30, 1910, the Boston Chamber of Commerce adopted, without a dissenting voice, the following recommendations of one of its committees:

"(a) That the Chamber of Commerce recommend to its members a measure already adopted by many of the large manufacturing plants in Worcester County as their contribution to the campaign against tuberculosis. The management of the factories just referred to, acting upon the advice and through the initiative of Dr. M. G. Overlock, State Medical Inspector of the district, have agreed to be responsible for the expense of boarding at Rutland or some other hospital or other place suitable for the cure of tuberculosis, any employee in whom the disease is discovered. This system has already been put in force by some of the members of the Chamber of Commerce, and your committee is of the opinion that if, through the recommendation of the Chamber, the system is adopted by all of its members, Boston will have taken a long step towards the solution of the problem of tuberculosis."

"(b) That Boston manufacturers generally be requested to make conditions more sanitary in workshops, factories and stores, and to begin a system of education which will protect employees while at work, and will teach them how to care for themselves at home and when away from their occupation."

As illustrating the attitude of some employers Dr. Overlock submitted the following letter addressed to him by David H. Fanning, President of the Royal Worcester Corset Co., of Worcester:

"Referring to my conversation with you a few days since, I desire to say that should any of the employees of the Royal Worcester Corset Company be so unfortunate as to contract tuberculosis, our Company will pay their expenses at the Rutland Sanitarium for a period of three months, or longer if necessary."

In closing his address, Dr. Overlock made an earnest plea for action along this line by the mayors.

"I wish I could convince you by my story of this movement that it is the individual duty of each of you men, you who are the first citizens of your different municipalities, the chief executives of your different cities in New England, to take up, if it has not already been done, the work that we have started in Worcester and which has received at the hands of the Boston Chamber of Commerce such noble emu-

lation, assuring you that if once undertaken by your different manufacturers and merchants, it will effect the saving of human life for the transmission of happiness to many a home whose misfortune it has been to have been visited by this arch enemy of mankind, tuberculosis. If I could do this, I feel sure that within one year from this date those of you who had undertaken this great work would look upon it as a most potent solution to a question that comes to most of you many times during

the year, the question, 'What shall we do with the poor, advanced case of tuberculosis?' If you ask me how this can be done, I would say: call a mass meeting of your Boards of Trade, Merchants Associations and philanthropic citizens; submit to them this simple question, 'Will you do as Worcester and Boston are now doing at the present time?' and the answer will be 'Yes.' There is no more opportune time than at the present moment, and I will close with the inquiry: will you not do it, Mr. Mayor?"

## Some Active Organizations

The City Beautiful League of Knoxville, Tenn., organized about a year ago, is a very active and successful body. Knoxville is a much cleaner and more attractive city since the women have undertaken their work of relief and improvement. Business men feel that under this new generalship the smoke nuisance is doomed.

The League has offered a prize to the person who secures the greatest number of new members before March 1, the purpose being to have goodly funds in hand for spring improvements. Solicitors are not confined to their own wards, but both the wards and the League are benefited by the plan of allowing 25 cents of each initiation fee to be retained by the League, while the remaining 75 cents goes to the ward of the person securing the new member. Prizes have been offered by individuals for the finest specimens of flowers blossoming in the spring from bulbs, and for the greatest improvement shown by wards between November, 1910, and September, 1911, provided that photographs are shown of the lots before and after improvement. These pictures will be reproduced on lantern slides for use at the next Appalachian Exposition. A junior league is to be formed which will make it so natural for the children of Knoxville to love and care for their city that it is predicted that in ten or fifteen years the "city beautiful" habit will be formed, and there will be no need of the present league.



The women of the Civic Association of Los Angeles are waging war against billboards in their own way. Their previous fight has been to get the billboards down to eight feet in height, but the Council

told them that as all the paper for all the billboards throughout the country is made in the same place, and contracts are already made, the size of the boards could not be changed at this time. So the women have decided to wait no longer for help. They will compile and distribute folders of pocket size containing the names of all business men who will not use the billboards, and it is hoped that every woman who is interested in the work of the Association will patronize only the merchants whose names appear in the folder. A list will also be published of all the people in Los Angeles who let their land for billboard use.



The coöperative work of the Chicago City Council and the Civic-Industrial Committee of the Chicago Association of Commerce is promoting Chicago's advance. The Committee is made up of twelve members: a practicing physician, a railroad president, two capitalists, a lawyer, a civil engineer, two real estate men and three merchants. These men have worked in harmony with the city officials for a pure water supply, and have waked up representatives of states and cities located on Lake Michigan to form the Lake Michigan Sanitary Association for safeguarding the lake water. The Committee has also worked for better transportation, and has arranged excursions to inspect with the city officials the physical condition of the industrial districts. These excursions have done much to prove to both the aldermen and the Association of Commerce that the two bodies are one in their purpose to promote the commercial, financial, industrial and moral welfare of the city.

# Streets From the Landscape Point of View

By A. T. Erwin

Associate Professor of Horticulture and Forestry, Iowa State College

As the arteries are to the human system, so are the streets to the physical wellbeing of a city. A well planned city is a highly developed organism with one member or district devoted to places of living, another to manufacturing, another to mercantile pursuits, etc. A ready means of communication between these various members is a fundamental requisite. The street provides the means of circulation, and any factor which checks or impedes its flow is a serious menace to the public good.

There are many who think that the mapping out of streets is about all there is to city planning, and that the laying of a sidewalk and paving represents the sum total of a street problem. That these are fundamental no one will deny; but there are other important considerations which should enter in which affect both convenience and beauty.

## Importance of a Proper Street Plan

The city comes into possession of its streets in one of three ways: through public usage during a stated period (adverse possession), by condemnation and by dedication. Probably 90 per cent of our streets in the Middle West have become public property through the last method. A street so dedicated involves two interests, the one being public, the other proprietary. In too many "additions" the latter has been the active party, and plans are shaped too largely from the personal and pecuniary point of view. It becomes the duty of the city officials, acting as the trustees of the people to guide and mold these plans in the interest of the public.

Under the policy of rotation in office the councilman is too often in the spirit of "after me the deluge." As one councilman expressed it, in a case where objection was being made to a certain plot on the ground that it would preclude a proper street development of the region beyond, this did not matter as the tract beyond would certainly not be opened up during his term of office.

In other instances the public is equally indifferent, and fails to back the official who has a conscientious regard for the

future. So far as I have been able to learn the majority of our smaller western cities have no adopted standards of any kind for subdivisions, and the promoter who fails to get his plat adopted by one council may fare better with the next one. In the capital city of my state, for example, hundreds of people are seriously inconvenienced daily for the lack of a little forethought in requiring proper street facilities when a certain plat was presented.

I bear the speculator no animus even for his "unearned increment," and am certainly not in the position "to cast the first stone;" but I do believe that the development of any interest so fundamental to the city as its streets from the standpoint of the promoter rather than from that of the public's is reprehensible.

There is also need of expert aid in the mapping out of streets in conformity with the local topography. It is related that a century ago a mason's sieve was planked down on a map of what is now the immensely populated area of Manhattan Island with the remark "There, gentlemen, what better plan could you have than that?" And thus was settled the means of communication for millions of people through centuries to come. That same mason's sieve has been used and reused all over the country.

A number of our trunk lines have expended millions of dollars within the last decade for the purpose of eliminating steep grades and bad curves. Why can we not exercise a little of the same kind of gray matter in behalf of the public? It is no further around the rim than over the bail, and yet we usually choose the latter with a steep climb thrown in. The old pioneer trails across the plains of Iowa were far superior in location to many of our present highways, and our city thoroughfares are often no better. What lover of the forest has not noticed the easy curve and the gradual climb made by the footpath of the wild animals.

How often have we seen a new residence addition where the contours carried around

the hills on an easy grade with long sweeping curves offered a rare opportunity for a street plan adapted to local conditions on the one hand and with an individual setting of its own on the other!

Instead of this we plank down the mason's sieve and turn out a cut 66 feet wide at great expense. This is one good method of keeping the levy up to the limit, while needed improvements wait and bills accumulate bearing the endorsement "not paid for the lack of funds." The councilman is hounded and the city engineer abused because one man is going to be put too low and the next one too high. I do not offer this as a panacea for all ills, but the fact is that many serious and difficult adjustments arise through an illogical location of the street at the start.

#### Control of Street Trees

It is now generally recognized that trees are an important feature of the street setting. The effort to supply this need has heretofore rested largely in the hands of the individual property owner, and the kinds planted or absence of planting reflect this caprice and whims. Lincoln defined the function of government as "doing for the people that which they cannot by individual effort do at all, or do as well for themselves." Street planning can be done after a fashion by the individual, but it certainly cannot be done as well.

It is not so awfully far back to the time when the street lighting system of London consisted of a lantern carried by each individual as he stalked abroad. So it has been with water, sewerage and sidewalks. This is all good, but we must not stop here. The trees are an important feature of the street furniture, and they too should be under regulation and control of the public. If you were to visit the little town of Douglass, Wyo., as I have had the pleasure of doing and observe their 26 miles of shade trees, uniformly planted and cared for, and compare the results with our chief cities further east where a man can stick in any old thing from a boxelder up, at any distance he chooses, and butcher them when he pleases, you would certainly agree that the wild and woolly west is ahead of us in at least one thing. Correspondingly good results have been secured under unified control in Washington and in a number of eastern cities.

For five years Denver has given away

street trees to its citizens, making an annual appropriation of \$5,000 for this work. The purpose is good, but how much more sensible it would be to centralize the planting and control of them under an expert so that they would be taken care of after they are planted. Any city that may so elect should have full control over this enterprise through its park commission.

The city should have the authority to compel the planting of street trees, and to dictate as to the kinds and distance apart, or to do the work and tax the cost to the abutting property. In the smaller cities it would probably be best for the city to direct individual effort. In the larger cities the city should employ a tree warden, and place the entire enterprise in his hands. Backed by such control and with the work in the hands of an active and intelligent official, our streets could be entirely transformed in ten years.

#### Width of Parking

In general our streets and alleys of the Middle West probably comprise about 30 to 40 per cent of the total area. Of the total street surface the area given over to vehicles varies from 30 to 70 per cent. There are various good reasons for wide streets, but the question as to its subdivision in the parking, etc., is quite another matter. I venture the assertion that in the residence district of the average town of Iowa and adjoining states or say up to 5,000 the distance between curb lines could be reduced 25 per cent and still handle all the traffic without the slightest embarrassment, and withal leave a goodly margin for future growth. I have made scores of measurements, and find that the actual wearing surface, *i. e.*, the surface used sufficiently to show the effect of wear to keep down the weeds, is about 10 to 12 feet. The remaining 20 to 30 feet is a neglected weed patch. Why not replace this weed patch with a nice stretch of lawn by widening the parking?

I have sometimes thought that the population of our towns is expressed in an inverse ratio to its street width. Some of the largest cities of my own state, such as Cedar Rapids, Keokuk and Marion, find that the traffic on a fully developed residence street can be readily accommodated on a 24 foot paving, while many of the smaller towns require, or imagine they do, from 30 to 40 feet.



# The Hero Tablets

Presented to  
The City of New York  
by the  
Municipal Art Society

These hero tablets have a distinct interest from the fact that they are to record the memory of those who have served the city faithfully. A glance at the statues and even the memorial tablets of the City of New York will establish the fact that few of these pertain to those who have had an official part in its management or development. It is true we have a number of historical tablets. It is also true that there are many statues of renowned men. But the City's history, as such, has in a great measure been overlooked by the generous donor of official action.

It is felt by many that the time has come when a great city like New York should follow the example of the larger cities of Europe, and have in its parks, public places, and in connection with its public buildings, a suitable record of its history, and suitable testimonials to those who have done so much to develop it. And this is the purpose of the Municipal Art Society in presenting to the City these bronze tablets, which are placed in the Police Headquarters, and upon which are to be placed the names of those who in this department have lost their lives in the performance of duty.

Among the earlier gifts of the Society are the decorations in the Criminal Courts Building, given as a suggestion as to how the law courts should be fittingly decorated. The Hunt Memorial in which the Municipal Art Society took such a conspicuous part, is an example of the fitting placement of a sculptural tribute to one of the men whose influence in the development

of architecture, not only in the city but in the country, has been second to none. In the mural paintings which are now to be found in the Morris High School the Society has emphasized the necessity for historical decorations in our schools; and in the electrolier, so recently presented, a desire to have improvement in our street fixtures.

While the Society has many Committees all working for the betterment of the city in different fields, still it relies upon the gifts made from time to time, with the limited funds at its disposal, to act as examples to the various city departments of a way in which public records can be consistently made and the city at the same time improved and beautified.

No more striking example can be given than the last effort of the Society, the hero tablets in the Police Headquarters. With the kindly coöperation of the architects of the building, Messrs. Hoppin and Koen, and the consent of the city officials, the Society has been enabled to place this permanent tribute to the work of a group of men whose recognition, while enthusiastic at the moment, is apt to be but transient.

In the rapid development of the City of New York, much faithful service has been rendered by its officials, not only by those at the head of the city government and city departments, but those in minor positions, many of them unknown, who from year to year have striven faithfully to carry this development to a successful conclusion.

# Will Commission Government Succeed in Large Cities?

By Richard S. Childs

"Yes, there is graft in Galveston," remarked a prominent citizen of that town not long ago. "We shall have to get rid of Commissioner Blank at the next election, and perhaps one other man.

"Over in Houston, too, there is one man on the commission who is out for himself instead of the people. They will clear him out at the next election with a bounce!"

The promoters of the commission plan are apt to believe that efficiency is its primary object. Efficiency, on the contrary, is only a by-product. The main idea of the new plan of city government is to give the people control,—a control that is not shared by any self-established group of politicians or bosses. In the ordinary American city the prominent citizen remarks, "Yes, there is graft here, and we can't help it, although we are fighting bitterly for reform all the time." In Galveston and in Houston the people say, "Yes, there is graft, but we will get rid of Commissioner Blank at the next election." Furthermore, the chances are excellent that they will do so. Commissioner Blank with his large powers attracts a limelight that floods his every act, and is a clear target for public criticism. Everybody in town knows him and knows what he is responsible for. He is a visible public servant, and is therefore under much more effective public scrutiny than the obscure aldermen and other petty elected officers of the old regime.

Every city which has tried the commission plan (and there are now about 100 of them) has taken the step in the belief that the new form of government is more responsive than the old, where the responsibility is scattered among a host of petty officials. Conspicuous responsibility means also conspicuous credit for a good man and conspicuous disgrace for a bad one; and, as officials cannot be conspicuous unless their powers are sufficient to attract public attention and scrutiny, the commission plan leads in the right direction.

It is a true instance of the superior con-

trol obtainable by a short ballot. The citizen in a commission governed city is a boss. He is as expert as any politician because the work is so simple and the officials to be voted for are so few. He is independent of the ticket-makers because, when there are only five offices to be filled, he can and does make up his own ticket. On that short ballot party labels are superfluous, and usually are omitted. The voter doesn't need them.

The essential features of the commission plan are the vesting of all the powers of city government in a commission of five men elected at large and having power to appoint all other public servants. Coupled with the commission plan since the Des Moines charter first demonstrated its efficiency have been the initiative, referendum and recall and nonpartisan primary. All nominations are made by petition, and the ten leaders at the primary election appear on the ballot at the final election. From those ten names the voter chooses five. Usually, also, the functions of the city are divided into five departments. All of them are under the control of the commission acting as a whole and each is administered by one commissioner.

The plan has swept like a wave through small cities in the west, and has been adopted also in scattered places in the south and east. It has not yet been tried in any large city except New York, which, with its Board of Estimate, is a close parallel. Boston has been influenced by the movement, and has adopted the nonpartisan ballot, but otherwise its whole plan is unique. Baltimore, Indianapolis, Pittsburg, Buffalo, Cincinnati and other large cities are now debating the commission plan, following the Des Moines model, and the time is ripe to discuss the philosophy underlying the whole scheme, and ascertain whether this plan of government will achieve in large cities the same responsiveness to public sentiment which is its fundamental merit in the smaller places.

In small cities there can be no doubt that the commission plan abolishes the professional politician. There is no obscurity or confusion for the politician to be expert in. There is nothing in a local political situation which the average citizen does not easily master. The citizen assumes the functions of the boss, and the result is true democracy, of which an efficient and economical government is the by-product, because that happens to be a kind of government which finds favor with the people.

In a large city the duties of the citizen would be equally simple. He would still have only five names to choose. He could and would make up his own ticket and select, as well as elect, his public servants.

The candidates, however, face an entirely different situation. In a small city any man who deserved success would be reasonably certain to be known by personal reputation to a considerable percentage of the electorate. In a city of 60,000 population he would have to reach an audience of approximately 10,000 voters. To woo his plurality is not a task calculated to stagger a candidate of reasonable ability. Out of his private purse he could print enough pamphlets to furnish one for every voter in the city, and the postage on them would be only \$100. If he chooses advertising in the newspapers as a means of propaganda, the newspaper rates in a small city will not be so high as to prevent his making an adequate presentation of his claims. He can hire the opera house, plant some red fire in front, and speak to all who will come and hear, and since there are only 10,000 voters to hear him, he will not have to hire the opera house many nights before he will have reached all the voters who are likely to attend such meetings. If an office and headquarters are likely to help him, the expense of this is comparatively small. An impromptu organization built up of personal acquaintances, working for him as a matter of personal loyalty and interest, will be adequate to conduct the campaign. Time and again business men who had never been in politics before, have gone after the votes on their own responsibility in just this fashion in the little commission-governed cities, and have found it possible to get the votes and get elected. After election they had no one to thank but the voters. Among their supporters no one man or organized clique had

been essential to success. The candidate could at any time during the campaign have dispensed with any one of his supporters without feeling that his campaign had been ruined by the defection. After election his gratitude was to the people alone, whereas under the old plan of government he would have been grateful partly to the people and partly to that indispensable machine.

In a large city, however, all this is changed. If the population be 600,000, there will be 100,000 voters to be reached with his arguments. His postage bill is now \$1,000. He must hire not merely one opera house for a few meetings, but must conduct a continuous whirlwind campaign, hiring several houses a night, while the task of advertising himself sufficiently to attract the necessary audience becomes stupendous. Mr. Storrow in Boston, for example, spent \$95,000 in such efforts. No organization can be improvised by a single candidate adequate to carry on so vast a campaign with any hope of success. Organizations that are permanent and in working order at the beginning of the campaign will have an overwhelming advantage. Their attitude will be the first thing that is inquired about when a candidate announces himself. Any man whom they support will immediately leap into prominence, while their failure to support a candidate immediately relegates him to the rear. In the first non-partisan election in Boston, Mr. Hibbard, the Mayor of the previous administration, well known as he was, and with an excellent reputation for efficiency, was unable to secure the support of the Republican machine which had elected him under the previous charter, and immediately dropped out of sight as a serious possibility in the contest. On election day out of the 100,000 votes he got only 1,800. The people did not settle his fate that way. A few leaders, having at their finger tips the great ready-made and efficient machinery for conducting a campaign and for reaching the people, were able to determine at a single stroke the fate of the candidate. Per contra, it was certain that Fitzgerald would be a prominent candidate, for as soon as he appeared in the field it was recognized that the Democratic machine would support him. Had the Democratic machine seen fit to decide otherwise, Fitzgerald would have

ceased to be a factor in the contest at the very beginning.

No ordinary candidate can hopefully campaign for election to an office in so large a district against candidates who have the support of a standing political organization. It is the old story of the amateur against the expert, the amateur organization against the expert organization. In such circumstances the amateur can only hope for some huge stroke of luck that will bring about a public paroxysm. In all ordinary times the controlling forces of the principal political organizations, whether they are acting formally or informally, will hold a virtual monopoly over the business of nomination, and candidates, when elected, will owe gratitude partly to the people and partly to the machine, whose support they found essential. Just as in Boston with its nonpartisan ballot Mr. Fitzgerald must acknowledge to a certain coterie of politicians that they were essential to his success, so in a large city under the commission plan a candidate would find that he could not succeed except by catering to the good graces of certain political groups.

In New York City we have an example of the commission form of government in a great city. The Board of Estimate holds practically all the power. It consists of eight men, three of whom are elected at large and one from each of the five boroughs. An independent candidacy for membership in this Board is practically out of the question. Hearst had to build for years to get even a fighting chance. He had the support of four newspapers in three languages with an enormous circulation. He had also a huge private fortune. His campaign demonstrated how enormous are the proportions of the machinery required to conduct so huge a canvass. Practically speaking, whether the ballot be non-partisan or partisan, no man could hope for election in New York City unless he had the support of either the Republican machine or the Democratic machine or the organized independents. To beat the old machines it is necessary to build a new one.

To give to the few men who guide these machines the power to decide who the candidates shall be is highly oligarchical. It may result in barring out the man whom the people really want. It is not the condition of free competition such as is seen in a wieldy district. It is incomplete democ-

racy, and cannot be considered the ultimate plan of government.

One exception must be noted in New York City, namely the Borough of Richmond with 100,000 population. This borough is much smaller than any of the others. It is the only one in which the machines are weak, the only one in which there is any hope or opportunity for an independent candidate. It is significant that among all the boroughs it is the only one whose administration has not been a scandal. It has been well governed, and the same Borough President has held office for three successive terms to the great satisfaction of the people of the borough. His position is unique, for he can say at the end of his term "if you politicians do not renominate me, I will run independently and beat you." They need him more than he needs them. If their machine will not support him, he can improvise a machine of his own from among his personal friends and go after the votes with reasonable hope of success. If all the elective officers of New York City were chosen from districts small enough to bring about the same political conditions in each, there would be no very powerful machines, and perhaps no reformers, in New York City.

There are two solutions for the government of large cities. One is the plan known as proportional representation, by which offices are filled by election at large, but the voters, instead of each voting for the entire list, vote only for a first choice, a second choice, etc. Thus, if twenty men were to be elected, each of the twenty would have to capture only one-twentieth of the voters instead of a plurality. This simplifies the task of the candidate, and the method of counting can be such as to bring about a fair and accurate analysis of public opinion.

The other method is to divide the city into wards and elect one candidate from each ward. This is the English Council plan and the only plan for the government of large cities which has always succeeded. It differs from the typical American plan of government in that the council is really important, there being no other elective officers. The ballot on election day is the size of a postal card, containing the names of two or three candidates for one office, namely, member of council from the ward.

The ward plan involves the two perils of log-rolling and gerrymander, smaller perils, however, than machine rule. The proportional representation idea on the other hand is untried as yet, and our large cities would shrink from so academic a proposal.

The people in either of these circumstances would not need the guidance of the

politicians in order to mark their ballots. The candidate fighting for election in a constituency of reasonable size would not need the help of the politicians in conducting his canvass. When elected he would have the people to thank and no one else. The people thus would hold the same undisputed control over their public servants as they do in the small commission cities.

## Efficiency and Economy in Municipal Health Work

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The title of this paper embraces two subjects. We will first discuss certain items bearing on efficiency, and then we will follow with a discussion of certain phases of the cost of health department work.

An important item of efficiency is the matter of uniforming the men. Two years ago we wrote letters to a great many departments as to the advisability of uniforming the field men. Every reply was favorable to it except one. The reasons for it are:

1. Uniforming prevents loafing and lounging.

2. It decreases the frauds committed in the name of the department.

3. It causes some people to hail the inspector and brings to his attention things which might otherwise be missed.

4. It gains respect for the men and the service.

5. It saves carfare.

The disadvantage is that the inspectors are recognized and some offenders escape.

Our conclusion is that all inspectors who are working at irregular places should be in uniform. The inside men and the men who go to fixed places, *e. g.* a school or a slaughtering house, need not be in uniform. A few men should be "plain clothes," or each man should be "plain clothes" for special jobs, say one-half of one per cent of his time.

According to the law of averages, work cannot be standardized or made efficient without a fair amount of supervision.

### Importance of Systematic Methods

In the first place, blanks should be provided for all reports. In many instances the score card method, with a rather rigid and detailed scale of values, is the thing, *e. g.* the dairy score card. In other instances much of the data should be printed on the face of the card, and the items should be checked "yes" or "no," *e. g.* the bakery card. In each instance there should be a space for remarks in order that some elasticity may be had. The disposition of rough and ready reports is to be too elastic to be valuable. The objection to close records is that time is wasted. After weighing the matter carefully I am of the opinion that close records prevent repetitions, win suits, convert objectors, secure confidence, and, therefore, in the long run, are great time savers.

This introduces the subject of the proper proportion between clerks and outside men or inspectors. There must be some elasticity, according to the type of work being done and the methods employed. In some of our bureaus we have one clerk to twenty field men; in others one to seven. This is unscientific organization and means ineffi-

ficiency. In some New York bureaus, I am informed, there is a proportion of one to one. Probably one inside man to three outside men is about the proper proportion.

The next step in this progression is supervising inspectors. With the amount of responsibility, discretion and authority which rests on health department inspectors, there should be one supervising inspector for each twenty inside men, and one to ten would be better in most inspection services.

All employees of the department should be graded. In the grading it is also well to go into a good deal of detail, and to have a somewhat rigorous scale of values for charges or for credits as the case may be.

In some of the bureaus of the Chicago department the man is penalized for his deficiencies. He starts with 100 and his record falls down. In others he is credited with his work. He is started with zero and builds up. Each has its advantages. It is a matter that can be left to the bureau heads. In addition, if the marks go over 85 or under 60 they are investigated by the Civil Service Commission, for the marks must be filed with them each month. The object in investigating marks over 85 is twofold: to prevent favoritism, and to prevent the routine marking of 100.

The Health Department of Chicago is wholly under civil service. Even the Assistant Commissioner is a civil service man. The positions are assigned in the order of standing by civil service examination. The system would be perfect if it had better terminal facilities. Employees getting below a certain mark for a certain period of time should be automatically dropped. They should then have the right of appeal for reinstatement.

We will not close this phase of the subject without suggesting that in devising methods for efficiency we should not only study the methods of health departments elsewhere, but that we should study the methods in use by private concerns.

#### The Cost of Health Departments

In the summer of 1910, Dr. Drake sent out a request to the health departments of 158 cities. He asked for their reports and for some information on a blank which he

furnished. He received replies from 59. Reading these reports has proven very interesting and instructive, yet it has not helped much in a statistical study of either efficiency or cost. He wrote to Dr. Bowers of the Census Bureau and got some most valuable information.

It was decided to make use of this latter rather than the tabulated statements furnished us by the different municipal departments.

An idea prevails that health departments have almost autocratic powers. They have not. They are in reality war departments with duties very similar to those of war departments, yet hemmed in and restricted by courts. While slow legal remedies are acting, preventable disease kills its thousands.

An idea prevails that health departments are well supported. On the contrary, health departments are poorly supported. Health conservation, properly speaking, costs much less than fire or police protection. The salaries paid for doctors in the health departments are much lower than the salaries paid to the lawyers in the law department. The need is greater for health work than for any other, yet the communities appear unwilling to spend the money.

One hundred and fifty American cities having populations of more than 30,000 in 1908, paid a total of \$74,208,002 for expenses and outlays for health conservation and sanitation; \$32,717,717, or 44.1 per cent of this amount went for things of a more or less permanent character, expressed as "outlays"; \$34,205,897, or 46.1 per cent went for expenses of sanitation; and \$7,284,388, or 9.8 per cent went for expenses of health conservation. Of the \$41,490,285 expended for health conservation and sanitation, \$28,490,431, or 68.6 per cent, went for salaries and wages, and the balance for all other expenses not including "outlays."

Of the total "outlays," (all things of a more or less permanent character) \$31,289,079, or 90.4 per cent went for sanitation, such as sewers and sewage disposal, street cleaning, refuse disposal, baths, bathing beaches and playgrounds; and only \$1,289,079, or 9.6 per cent, are chargeable as "outlays" for health conservation.

Out of each \$100 expended for the operation of the various branches of the govern-

ment of American cities of 30,000 population and over, not including outlays for improvements of a more or less permanent character,

\$28.21 goes for schools,  
 13.22 goes for police protection,  
 12.08 goes for highways,  
 10.19 goes for fire protection,  
 8.22 goes for sanitation (sewers and sewage disposal, garbage and refuse disposal, street cleaning, etc.).  
 6.64 goes for charities and corrections.  
 3.22 goes for recreation,  
 11.77 goes for general government,  
 and only

1.83 goes for health conservation.

Almost as much money is expended for museums, art galleries and libraries as for health conservation—\$1.33 for the former, \$1.83 for the latter.

The expenditure for schools is fifteen times greater than for health conservation; for police protection it is nearly eight times greater; for fire protection almost six times greater; for charities and correction more than three and a half times greater, and even for recreation it is nearly twice as great.

The total expenditures for health conservation, street cleaning, garbage disposal, refuse disposal, sewers and sewage disposal is considerably less than for police protection, or for fire protection, or for highways, for schools or for general government.

#### Methodical Inspection of Schools

It is equally difficult to arrive at the cost of medical inspection of schools, since the duties of the school inspector vary in nearly every city. In Chicago each school inspector has 3,000 children under pretty close control in the public schools, and about 2,000 under a looser control in parochial schools. He looks for contagion and makes physical examinations. He has a district around his schools for which he is the medical inspector. There are 100 such inspectors. They get \$66 a month for ten months. This is about 1.3 cents a month for a child. In Gulick's book on "Medical Inspection of Schools" we find that Boston pays 1.8 cents; Detroit, 1.8; New York, 3.8; Montclair, N. J., 4.8; Worcester, 1.6; New Haven, .6; Camden, N. J., 2.4. When a school inspector has 5,000 students he

must neglect some of them. A fee of 1.3 cents per pupil per month will not provide proper service. Cronin advocates one inspector to 2,000 pupils.

#### Comparison Between Cities Impossible

We have forty nurses. They are paid \$66.66. We have 300 public schools. This means that many schools are without nurses. We place the nurses in the schools located in the poorer parts of town.

We do not believe than any accurate judicial comparison of the cost of health departments as between cities can be made. Our comparisons are suggestive only. Some of the reasons for this are as follows: Health departments are assuming new duties each year. When we consider the cost of a given city's department we should ask such questions as these: does it take care of infant hygiene? or tuberculosis? or venereal disease? Does it have school examination or school nursing? or dental inspection? Does it do tenement house inspection or plumbing inspection? Does it do factory inspection? Does it provide hospital care? Does it do dairy inspection in the country? Does it do educational work? In a word, what is its community conscience?

The consciousness of the need of such work grows gradually, as each city takes up the burden of different items. For example: how much of the problem of tuberculosis is carried by philanthropy and how much by the department? On many of these half sociologic and half medical questions the line of cleavage between health departments and philanthropic agencies is not the same in any two cities.

The best that we can do in this paper is to attempt to compare certain fairly standard activities. Again, differences in the cost of certain work may be due to differences in efficiency. It is very difficult to discriminate between work nominally and work actually done.

Nor is the death rate an accurate index of the effectiveness of health department work. There are too many modifying factors, e. g. the average age of the population; the average of legitimacy of its population; the average duration of the marriage relation at a given moment (for its bearing on the average of child population); immigration movement, taking cog-

nizance of the different death rates among peoples and also of the difference in the death rates of the same race at different age periods, also the difference in the death rates of given races or sects from a given disease (*e. g.* the Polish infant mortality is high; the Polish consumption mortality is low; the Jewish infant mortality is low; their consumption mortality is high); differences in the same race or sect at the same age period and from the same disease in different localities (*e. g.* the Ghetto Jew has a high consumption rate; the Jew in other quarters has a low rate); the character of occupation of the people; the standards of housing; the wages paid; the temperature and humidity conditions of the people; the birthrate; the race and race antecedents of the population. Until we are in a position to weigh these factors we cannot conclude from the death rate what health department efficiency is.

We are accustomed to say: "The measure of efficiency of a health department is its success in interesting people in health." Laws can neither be enacted nor enforced until there is a dominating public sentiment. Opposition to health work is very concrete. It is frequently unscrupulous and unprincipled. Support of such work can only be made effective and concrete through public education and the stimulation of public interest. And yet there is no way of measuring interest and education, so that, again, we are back at the necessity of estimating results rather than mathematically determining them.

We speedily came to the conclusion that a comparison between health departments could not be accurately made. Their work and their methods are too dissimilar.

Health work must be organized and standardized. Some responsible organization must decide on methods and measures.

#### The Functions of Health Departments

Should the health department have charge of sewage disposal? In our opinion it should.

Should garbage disposal be in the health department? Again, yes. It is the only department that will have a proper understanding of its needs. A responsibility divided between two departments always

results in neglected work, to say nothing of the increased cost.

Should hospital work be under the health department? Yes. In certain cities the health department has charge of the hospital for communicable diseases, and other governmental agencies control the hospitals for noncontagious diseases. Theoretically this is all right. The health department should control all cases where the right of the community in the patient is greater than is the individual or family right. Practically it does not work at all.

First: General hospitals get scarlet fever and diphtheria, and presently they establish wards for them—duplicating work.

Second: General hospitals get secondary infections, *e. g.* scarlet fever, diphtheria, gonococcal infections among patients suffering from other diseases.

Third: Contagious disease hospitals develop supplemental conditions which present great difficulties, *e. g.* the mastoids subsequent to scarlet fever; appendicitis or salpingitis subsequent to diphtheria.

Fourth: Where is the line of demarcation to be drawn? A few years ago all general hospitals took tuberculosis. Now tuberculosis stays at home or goes to special hospitals. Should typhoid be cared for in general hospitals? or pneumonia?

Illustrating what I have in mind now from another angle, health departments are naturally interested in accidents, their prevention and their proper handling. Should these cases not be housed in hospitals controlled by the health authorities? Or, from a third angle: the convalescent from an acute disease leaving a hospital for a bad home, a lodging-house or a "bum" house will be back shortly with a more serious malady. Are we not coming to understand that all disease is a disease of society, and that there are dominating community interests in pneumonia, accidents, salpingitis, glandular infections, overwork, anemia, rheumatism, etc., as well as in consumption, scarlet fever, diphtheria and smallpox?

If health departments are thus broadened in their scope they will care for hospitals better than the hospitals would otherwise be cared for.

# Town and Village

Edited by Edward T. Hartman

Secretary Massachusetts Civic League

## Another Community Park

York, Neb., is a little city about one hundred miles due west from Lincoln and in the rolling lands to the south of the River Platte. It has and has always had much of green fields around it. Some dozen years ago it boasted, in a shame-faced way, of an area, nearly thirteen acres, where truant Spot and Boss were wont to roam, much to the disgust of barefoot boys who didn't like wet grass and slimy weeds.

Presently a civic streak was struck in the body politic of York, and leaders sprang up to say that something should be done, and that the old pasture offered a good opportunity. A mass meeting was called, and the idea was laid before the people. The ogre Cost thrust his head among them in the shape of a hirsute head of patriarchal cut, and croaked, as usual, "But where is the money to come from?" He was told that the leaders had secured an option at a fair price, that there would be no touching of the community purse, and that the money would come from the people, a dollar from each citizen making all possible. The ogre retired and the people went to work.

A body of canvassers was organized, and to each was assigned a block. Everybody was to have an equal chance. Interest grew, the roll of honor too, also the pile of silver dollars. The land was bought, and a landscape architect employed to develop it. The natural growth of trees and shrubs was worked into the scheme, shaggy trees were placed in the hands of the tree-barber and the sluggish brook was made to find its more narrow way between banks of shrubs and flowers.

And the people learned to use what they had provided. Tramping, picnicking and even camping became the vogue, for any reasonable use is allowed so long as the people scatter no rubbish. New uses called for new facilities. About five years ago an additional four acres, adjoining the park, were bought, and here was erected a pavil-

ion to seat 4,000 people, other accommodations were erected and the whole is used for the York Chautauqua week and as a part of the park facilities during the remainder of the year.

But still the idea grew, and three years ago the people bought eight acres on East Hill, in another part of the town. This has been developed through the planting of trees and shrubs. Beside it are the York athletic grounds, where are played baseball, football, golf and tennis. The people have learned to care for their parks, to develop and protect them, and the result has been a growth of community pride, based on real community values.

It is ever thus where the people are awake.



## A Raking of the Green

Now that interest in pageantry is growing and there is a desire for community festivals, let us take a leaf from the history of Guilford, Conn., and adopt its suggestions. Tom Sawyer got his work done by putting around it a veneer privilege, privilege for the other fellow. England and Germany are getting their community work done through privilege which is not a veneer. Let us combine this idea of privilege with the festival idea in Guilford, and we shall have a community-building resultant.

To Miss Harriet E. Seward of Guilford, are we indebted for a copy of that portion of a letter of April 28, 1876, describing the first raking of the Guilford Green:

"There were 125 women who raked, and with those in the Hall, 150. We wore large hats trimmed with red, white, and blue. We all had red, white and blue streamers on our rake handles. The bell rang at seven, and at a quarter of eight we met in the Hall. We formed in sections, and marched two by two out of the Hall, down the south end of the Green and into the middle post, up to our place. While we

were marching into the Green, the red, white and blue streamers flying, all the bells were ringing. The men were all out watching us. It was so cold that not many of them wanted to sit on the fence, though they stood on the steps around.

"Once in a while a man would want to go across the Green. As soon as he came on to the Green, the ladies put for him, and chased him until they caught him or drove him off the Green. If they caught him they made him pay a fine. Several dollars were collected in this way. We had a jolly time raking. We raked all the morning and finished at twelve o'clock. When the clock struck twelve, we formed in line again. Mr. H. went ahead and drummed, and Mr. B. with a fife. We went to the Hall where we found a bountiful dinner ready for us.

"In the afternoon they planted the 'Centennial Oak.' Caesar dug the hole. When he had it nearly done, they gave the ladies an opportunity to dig if they wished to. A number of them did. (This tree did not live.) Then they sang a song; the gentlemen cheered the ladies; the ladies cheered the gentlemen, they all cheered the president. The men say the Green was never raked so clean before."

The first raking of the Guilford Green took place on the Tuesday preceding the date of the letter. The next year, 1877, the raking took place on April 28. After that the borough officers took charge of the Green, but the spirit already developed has continued, and the work is pretty nearly as well done by the representatives of the people as by the women themselves.

This was the origin of the United Workers for Public Improvement, which has worked for Guilford ever since. The organization has raised money in many interesting ways, the methods being such as often to prove constructive in themselves. For two years lawn fetes were held at Gablehurst, the residence of Mr. E. C. Seward, and the net results were \$300 the first year and \$500 the second. So popular is the organization that even yet it continues to care for the village lights, 115 of them, the borough paying to the society a monthly sum towards the expense.

The society has made itself useful in many ways. It offers one of the few examples where such an organization has had a career both continuous and useful.

Guilford has, as a result, been an attractive place. But the old Guilford will soon be a thing of the past unless the citizens decide rigidly to control its future. The approach of two trolley lines promises soon to change it in many ways. The homogeneous population will become cosmopolitan, and the United Workers will have abundant work to do if they are to keep the borough from the commonplace, and maintain its individuality. Community progress is a serious problem. Under American conditions it too often gives us what we do not want, and takes from us what we would like to keep. Guilford's proud past and two new trolley lines mean serious problems for Guilford. We maintain our national sanity in good part through our Guilfords. Let us hope that Guilford, Conn., may still hold its ideals in spite of the trolley lines.



#### A Two-Edged Sign

The vagrancy problem is a serious one in many towns. The genus hobo is as acute as any other, man or animal, which preys on the products of labor not his own. The town which is easy and careless soon becomes surrounded by the hieroglyphics of the fraternity, and is as easily found by them as is the attractive town with a well advertised hotel. Every tree, fence and highway stone points the way. Intelligent towns make use of the same method, based on the same and other psychological foundations, for protecting themselves. The town of Buxton, Me., offers an example. It came about through a variety of motives, and was in the main a random shot which happened to go home.

At a suitable point in Buxton there is a sign reading "Town Farm and Woodpile, 1½ miles." The intention was simply to point the way to the town farm and it was also intended to add one for the almshouse. A keener citizen suggested that the almshouse would take care of itself and that the words "and woodpile" was proper information."

"The popularity of the farm as a resort for tramps has depreciated fifty per cent since the sign was put up. They come ambling along the highway, look at the sign and pike off elsewhere. Other towns are planning to put up similar signs."

The town of Sherburn, Mass., had a paral-

lel experience. A place of resort was opened, and a stone yard, meagerly equipped, was added. There was a regulation about frequency of entertainment, and a camera was snapped at each guest. It did not matter that the camera was empty. The hobo does not like work, he does not like records, he does not like photographs. When he finds these things he flags their particular vicinity and "pikes off elsewhere."

The hobo is an expensive luxury in soft-hearted and unthinking villages. To help him may cause a glow as of good deeds done, but there are better methods. Let's forego the glow, the tramps too, and reserve our energies for worthier causes.



#### Instructive Sanitary Inspection

The entire country is becoming aroused over the outrageous sanitary conditions found in the larger cities. Does any one think, however, that the transition from village to city transmutes individuals from cleanly to filthy? It hardly seems probable. And yet the vogue is to think of filth as belonging to cities: where the water supply is generally pure and well guarded, where sewers are ever ready to perform their function of carrying away filth, where a more or less efficient sanitary department carries away garbage placed where it may be handled, where regulations govern private action, and officers enforce regulations according to their standard.

How is it in the country village and smaller urban centers? Water from wells or cisterns, the malignant privy vault, the garbage spread upon the land or fed to animals, no inspection except when a contagion rages. And yet in both city and village America is singularly lacking in the one thing, instructive sanitary inspection, which promises the remedy for all these dangers.

As Mrs. Ellen H. Richards said in her paper before the American Public Health Association in 1909, "villages need this help even more than cities." Village people lack not only the facilities already mentioned, they also lack the ordinary implements for collecting and removing the offal incident to domestic life.

Sanitary inspection is one thing, instructive sanitary inspection is another. Where there is sanitary inspection it seldom

amounts to more than ascertaining to what extent regulations are observed. It does not carry to the inhabitants any understanding of the regulations and the reasons for their promulgation. They therefore consider them unnecessary and arbitrary interference till disease in the form of a contagion awakens the community, and people see the drift.

In the prevention of sickness, the cost of treatment and the loss of time, a sanitary inspector, one who can show the reasons for all regulations and the results of their violation, will pay her salary many times over. It is high time for our American towns and villages to take the necessary precaution and avoid a negligence which is criminal as soon as it is once understood.



#### Birds in Village Life

Mrs. E. O. Marshall, of New Salem, Mass., is secretary of the committee on protection of wild birds, of the Massachusetts State Grange. She is an enthusiast, surely with good cause, and she lays down a proper thesis when she says that "the privileges which hunters and cats have enjoyed of destroying in a few years what long, patient ages have evolved is far out of proportion to the value of hunters and cats."

The pity of destroying the birds, to the utter extinction of some species, is in itself bad enough, but it is worse that it comes just when we are learning to value these disappearing birds because of their cheerful contribution to our village life, and when their natural food, the insects, are rapidly destroying our shrubs, trees and crops, since we have destroyed the birds. The esthetic loss, the moral loss, are great enough, but it is perhaps the financial loss that will ultimately bring us to our senses.

As Mrs. Marshall points out, the balance in nature, so well devised, so effective, has been destroyed by foreign insects, foreign birds, imported cats, imported citizens, improved firearms and general neglect. Add to this the general devastation of our forests, the natural homes of the birds, and we have promise of a new order of things which is going to add much to the constantly increasing burden of civilized existence.

In this connection we should not forget

that nature is a wonderfully good physician. Sunlight, fresh air, beneficial parasites, birds and many other things protect us from many of the lurking enemies of mankind. When we deprive ourselves of fresh air and sunlight in our city canyons, and then try to overcome the evil results by chasing and shooting the birds by way of acquiring fresh air and exercise, we are feeding the torch of destruction at both ends, and inviting an evil day of which we ought to know but which we seem deliberately determined to ignore.

Isn't it time for us to broaden our field of conservation, and conform, at least just a little more, to the mandates of a benevolent but inexorable natural order?

◆◆◆

ply of good homes ready to meet the demand, the newcomers will crowd into an undesirable class of homes or they will seriously overcrowd what might for the right number of people be good homes. Often outbuildings will be used temporarily, some of them permanently. In the first instance this means a class of property with low taxable values. The lower the taxable value the lower the class of people, from the standpoint of their desirability as citizens. So they bring in but little of revenue to the town in the way of taxes, though to be sure they may bring in quite a little of profits, and perhaps something in the way of bad debts to those who have goods to sell. What else do they bring?

In the first place they bring a lot of children, and this is where the town is likely first to feel the problem. New school buildings, an increased staff of teachers, janitors and an increased cost of administrative expenses are sure to follow. Then the new streets upon which these people live will have to be paved, water and sewerage will have to be provided, and so the costs go up by leaps and bounds. In the meantime the taxable values have gone up but little unless the town has been particularly fortunate in the class of its newcomers.

And there is a whole chain of expenses still to follow, and the class of people causing them is that which brings the least or nothing with which to meet them. We have naturally in mind here not the constructive work of the town but the remedial. The less the people increase the taxable values the more they are going to cost for police, courts, jails, and for hospitals, charities and poor relief.

Let those who appeal for increase of number first learn to control the nature of the increase and the manner of its approach to the town, or it may prove an increase of burden and nothing more. The people of every town have a full right to decide for themselves what their town is going to be like, and they can control this only through control, not through drift.

### Lo, Let Us Increase Our Population!

From every quarter seems to come the cry for an increase of population. It is particularly noticeable in towns where things seem a little more quiet than the business interests like. A prominent manufacturer in a Massachusetts town recently wrote to a number of his fellow townsmen urging them to take stock in a new building association, organized for the purpose of building homes to rent and sell to newcomers. He said: "We want people to get into it to help the town and to bring people in. Every family that comes into town benefits the store-keeper and indirectly everybody else."

There is no question but that a building association that will erect good homes on a carefully developed plan and get good citizens into them will do much to help every town. But there is room for grave doubt as to whether the method pursued by most towns helps more than the merchants, and there is no obvious reason why the people should band themselves together to do what will help the merchants when it can easily be seen that all will be at the expense of everybody, including the merchants themselves.

Let us assume, and it is usually the case, that people are baited in without much consideration as to where they are to live. Unless there happens to be a sup-



# Gleanings

Edited by Mary V. Fuller

## German Garden Villages

The last number of the *Town Planning Review* gives "Some Notes on German Garden Villages."

While the Germans have frankly borrowed their garden city movement from England, they have adapted it to suit their special conditions of climate, land value, economical living and artistic ideals. Owing to the high price of land in Germany much less open space is left for individual houses than in the English plans. So greatly addicted to living in flats are the Germans that even in the country villages they often build two-story semi-detached flats, forming a block of four dwellings. It is evident that for suggestions adaptable to our use we must study the street planning of the villages and their general architectural appearance, rather than the financial aspect or plans of individual dwellings.

"The German method seems to be to take an intentionally-crooked road and then to make up for its irregularity by lining it with simple and quietly designed houses."

The English are rather apt

"to adopt some plan which suggests a symmetrical and formal arrangement and then to defeat the object of the plan by building the most irregular and unevenly-spaced cottages. Port Sunlight and Earswick may be said to be the only two English examples where both plan and buildings are entirely picturesque, and at Port Sunlight the latest piece of planning is an attempt to remodel the central area on formal lines. Some of the late work at Hampstead shows an attempt to combine formal architecture with a formal plan."

The fact that the German houses are closer together may increase the effect of coherence and restfulness. They use mansard roofs and hips, and as their gables rarely extend from the eaves to the ridge, and the chimneys are frequently kept just clear of the ridge, there is an effect of unbroken lines and of great depth of roof, which indicates an extravagant waste of space. But the general effect of many German villages is very successful.

The village of Gmindersdorf, Germany, was founded in 1903 by a firm of cotton spinners to furnish model homes for their workmen. It is about half completed; 48 buildings have been put up, most of them arranged in flats, making 151 dwellings, many of them very small and consisting of a scullery, a kitchen, a living room, and one bedroom, with a small roof room or cellar. The plan divides the ground space as follows: 40 per cent in streets, squares, etc., 17 per cent to be covered with buildings and 43 per cent for private gardens.

"The main road leading from the works to the market place is an excellent example of the German intentional pictur



PLAN OF GMINDERSDORF  
A German model village for workmen

esque. For practical purposes the road might have been made straight; it would then have entered the market place in the middle. But instead it is faintly curved, so that in walking up it the eye is led along a row of clipped trees to a fountain which is to stand in front of the village hall; the houses are most carefully placed so as to lead the eye towards this point. This may be an affectation of natural pictur-esque, but it illustrates the great pains taken for the position of each building in relation to its neighbors. Charming, too, is the inn, with its courtyard surrounded by clipped trees."

THE AMERICAN CITY has already reproduced a view of the model of Hellerau,\* a garden suburb north of Dresden. As the houses are built by various architects

the quietness of design shown in the model may be lost in a variety of styles and materials. The *Town Planning Review* also refers to and illustrates the Munich-Perlach settlements which have been designed by Prof. Berlepsch-Valendas to form garden suburbs south of Munich. Of these we shall speak in a later issue. The village which Frau Margarete Krupp has given to the town of Essen is also illustrated. This is designed for homes for all the "less-wealthy" classes besides the employes of the Krupp works. The building area of 120 acres will be surrounded by a park girdle covering about the same area. It will take about twenty years to complete the village, which will then accommodate from 12,000 to 15,000 persons.



### Slum Clearances at Liverpool

The *Municipal Journal* tells of the latest and biggest housing scheme undertaken by Liverpool, which will give accommodations for 1,300 people. Eighteen demolition and housing plans have been carried out at a cost of \$5,000,000, and about 2,300 new dwellings are occupied by about 11,500 people, 80 per cent of whom have been drawn from houses and cellars now gone away with on sanitary grounds. The rate of mortality in the new dwellings taken as a whole has been lowered, especially so in relation to tuberculosis.

This newest plan, called "the Bevington Street scheme," involves 15 blocks containing 226 flats and cottages, at a cost, for site and buildings, of over \$500,000.

"The area as rebuilt will retain the existing lines of streets, with one exception. In every instance the old building lines will be amended by either straightening or setting back from the old position, and the widths of streets will in no case be less than 36 feet.

"There will be two types of dwellings erected, the one being the flat, or tenement type, and the other the self-contained cottage type. The latter type is a new departure in Liverpool housing work, and is much in the nature of an experiment, the desire being to enable the dispossessed to have more the idea of an Englishman's home than sentiment can give in the large blocks of tenement dwellings. Naturally, they will also serve a different type of tenant than has hitherto been provided for, and who, it is believed, is requiring attention in this neighborhood.

Another feature of this area will be the playgrounds for boys and girls, each with

a central garden with a bandstand and two shelters, and a drinking fountain at the entrance. The grounds will be open till dusk each evening, under suitable control. There will be six shops at main corner sites, with house accommodation.

"The tenements will be arranged in three-story blocks, all being approached by main staircases eight feet, four inches, wide, leading direct from the street, and serving balconies running right and left along the front of the blocks and leading to the front doors of the tenements."



### Tool Racks for Street Cleaners

The locking racks for shovels and other tools used by the cleaning crew of the La Crosse, Wis., Street Cleaning Department, are pictured in a recent issue of the *Municipal Journal and Engineer*. The racks are arranged around the interior walls of the men's quarters. They are made of ordinary straight hasps which have been heated and bent to fit around the handle of the shovel. A staple fastens one end of the hasp to the wall, and the other end is fastened to another staple by a padlock. Each man furnishes his own padlock and key, and is therefore sure to get his own shovel.

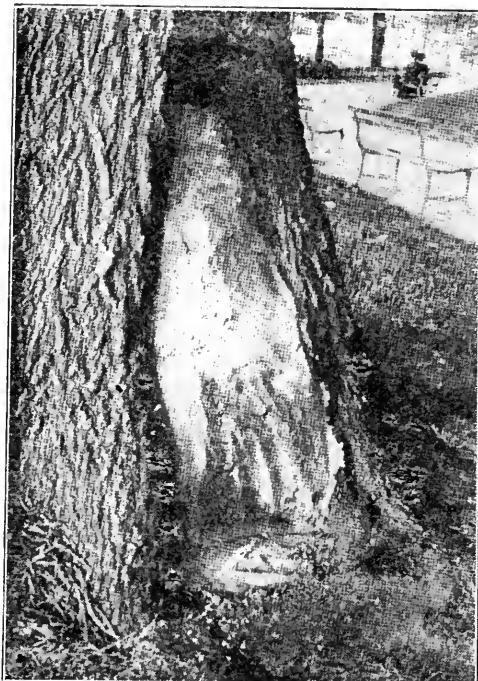


### The Des Moines Plan

Another voice has proclaimed in the face of misrepresentation the truth in regard to the success of the Des Moines plan of government. In the December *Live Wire* Fred W. Beckman, Associate Editor of the *Des Moines Register and Leader*, talks to the people of Buffalo, where the work for a new charter has been going on for some time. He says:

"While in Buffalo recently, the writer was asked: 'Is it not easier to corrupt five men than a whole council of twenty-five?' Not when everybody is looking. And the people are looking, under the Des Moines plan, and the officials are set up in a high place, where the people can look at them clearly.

"The commission plan of government, as it now stands, may not be perfection, but in so far as it centers authority, fixes responsibility, simplifies methods, and compels officials to do business in broad daylight . . . it is the best government that has yet been offered to our municipalities. It provided Des Moines with a way out of a slough of corruption, inefficiency and wastefulness, and it has in it the possibility of doing the same for other cities."



BAD TREE DENTISTRY

The growing tissue cannot overlap this filling

### The Care of Trees

In the December issue of *Country Life in America*, J. J. Levison, arboriculturist of the Brooklyn Department, tells "What We Really Know About Tree Surgery," and illustrates his story. He gives warning against certain errors of treatment, such as replacing bruised bark with cement, when a little coal-tar was the only thing needed; also covering diseased cavities in trees with tin without cleaning out the decayed wood and fungous growth; and making wrong diagnoses of disease. Careful directions are given for performing the three distinct operations of tree surgery: filling cavities, pruning and protection of surface wounds and supporting branches which show a tendency to split.

The best method of bracing limbs to keep them from splitting is by an iron bar in three parts: a short bolt passes through each of the two limbs, and the two bolts are connected by a third bar or a chain, or even a ring. The middle bar will bend under the pressure when the limbs sway. The washers and nuts of the short bolts should be slightly embedded in the wood so that the living tissue will grow over them and keep out moisture and disease.

### Land Taxation

Writing on this subject in its connection with city planning, the housing question and civic development, Frederick C. Howe says in the December *World's Work*:

"I have seen a sleepy town in western Pennsylvania converted into an active manufacturing community by the assessment of vacant estates as building sites rather than as farming land. The assessors placed the property on the tax rolls at what it was worth rather than at what the owners happened to use it for. In consequence the owners got busy. They divided up their holdings, which had been in the family for generations. They sold them out in allotments. In a few years time the city increased in population more than 50 per cent. People acquired homes who had previously been tenants. The whole aspect of the city underwent a change, for the old families were no longer able to sit idly on their land. The burden of taxation was so great that it had to be sold. And, having sold the land, the owners had to invest their money. They organized industry, established new enterprises, gave employment to workmen, and produced wealth. The fire which was started behind the land speculator set a hundred other forces in motion which redounded to the well-being of the community."



A CORRECTLY FILLED TREE CAVITY

The living tissue will soon overlap the cement and hold it in place

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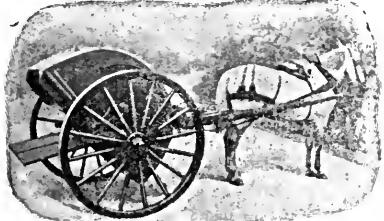
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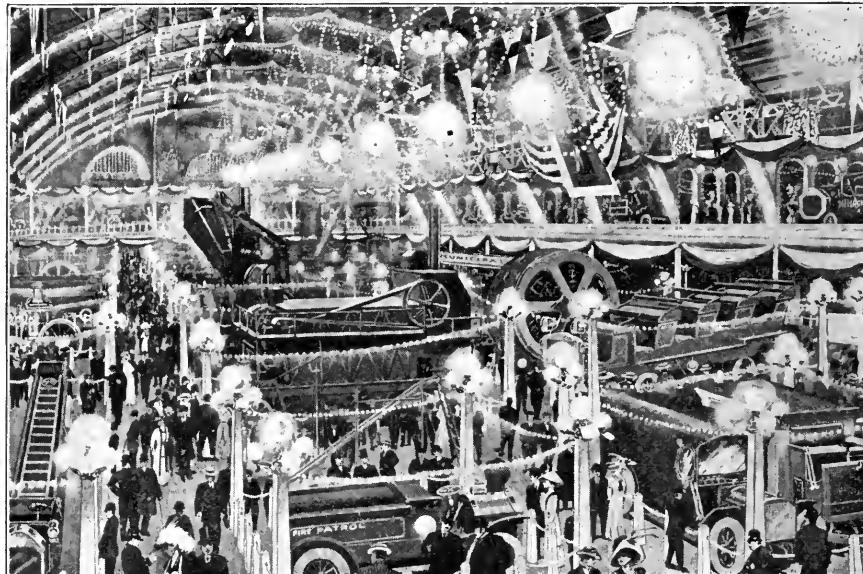
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### Civic Improvement in Boston

The present accomplishment and the future outlook of civic improvement in Boston are summed up in an article by Frank Chouteau Brown in the December issue of the *Craftsman*. We reproduce a view of the elevated station and aqueduct over the parkway at Forest Hills, which is considered one of the most artistic aqueducts constructed either in this country or abroad.

Recently the old Park Square Station property, which has long obstructed the growth and development of an important part of the city, has come into the market, and will be cut up to connect with and

### Mohammed on the Spoils System

An exchange quotes from the Koran the prophet's view of political preferment:

"A ruler who appoints any man to an office where there is in his dominions another better qualified for it, sins against God and against the state."



### The Billboard in the Suburb

In the January *Suburban Life* Edward T. Hartman tells how certain New England suburbs have succeeded in getting rid of billboards.

The commercial value of the billboard



ELEVATED STATION AND AQUEDUCT AT FOREST HILLS, MASS.

relieve existing thoroughfares. About the same time, and quite independently, the holders of the site of the old Boston Museum voluntarily gave up about 75,000 feet of land to widen the streets on all four sides and to open up and extend one of the streets contemplated in the Park Square improvement.

"No more vivid illustration of the fact that the interests of private individuals are best served, and the value of their own holdings most increased, by adopting the best possible ways for bettering the interests of the community has yet been brought about than in this exact and concrete instance of what has actually happened in the ultra-conservative, staid, old New England city of Boston."

depends upon its being seen; that is why it follows the railroads, trolley lines and boulevards out into the suburbs. But it does not mix well with the elements of the city beautiful, and shoppers are beginning to realize that the cost of maintaining this blot-on-the-landscape falls on them.

Mr. Hartman gives the experiences of East Walpole, Mattapoisett, Milton and Wellesley, all of which Massachusetts towns have succeeded in ridding themselves of disfiguring signs. Each story shows how the advertiser may be appealed to in a way which will make him see the wisdom and the necessity of viewing the matter in a

public-spirited way. The fight is one in which the individual may take the initiative, and the town improvement society may act with authority. When personal appeal fails, the people may "stop buying what is advertised in an offensive way."

"Then the advertiser will use some other method; for the thing nearest to the heart of every advertiser is not to build billboards, but to sell goods."



#### The Minneapolis Park

The December number of *Municipal Engineering* contains an article on "The Park Systems of Minneapolis, Minn.".

The chief characteristic of the Minneapolis parks is unadorned beauty. The system comprises nearly 3,400 acres, of which more than one-third is water. With farsighted policy all the necessary park territory was secured before any particular area was improved. The Mississippi River and a number of lakes make the drives of unusual charm. The architecture of the pavilions, shelters and other buildings is in harmony with the natural landscape features. The swimming pools in Camden Park are especially worthy of study in arrangement and equipment. Skating is one of the most enjoyable features of the parks, and shelters for skaters are provided. The city has seventeen playgrounds, at which the attendance during 1909 was over 496,000. The Park Department has a separate engineering force of its own, and two parties are kept in the field during the entire year. One of the most notable undertakings has been the connection of the chain of lakes by means of channels to make a continuous waterway. The Park Department has a thoroughly business administration, to which full publicity is given.

The same issue of *Municipal Engineering* has an article, illustrated with views and diagrams, on the public comfort stations at Indianapolis and Brookline, Mass. The Brookline station, being of the underground type, is more adapted for use on downtown streets, space being required only for entrances. It permits greater privacy and less

obstruction of traffic. The Indianapolis station has a more recent type of fixtures and greater natural lighting facilities.



#### Novel Street Decorations

A recent number of the *Municipal Journal and Engineer* gives some views of flower baskets on trolley poles and light standards as seen in Antwerp. We have



FLOWER BASKETS ON TROLLEY POLES

already alluded to this attractive device in use in Landshut and Trier.\* The boxes can be made of iron, and can be clamped to the poles so that they can be removed at the end of the summer. The owner or tenant of the abutting property might be induced to attend to the watering of the flowers. It will be noted that the boxes are unobtrusive, and that they do not obstruct the street view.

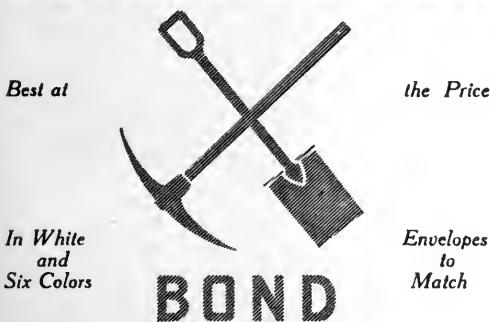
\* Vol. I., Page 88.



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# With the Vanguard

Chicago has voted bonds for \$7,500,000 to acquire a wide belt of wooded park land surrounding the city.

ers' homes. It is estimated by the workmen that more than 2,000 plants were given away on the Paseo alone.

A committee of lawyers is drafting a charter for Buffalo, N. Y., based on the Des Moines plan of government by commission.

Towns in the Adirondacks use oak snow rollers weighing about two tons apiece. They are run over the roads after every heavy snow storm, and pack the snow so hard that automobiles can get through without difficulty.

The Chicago Bureau of Public Efficiency has officially reported that Chicago's \$5,000,000 new city hall building was built without "graft."

The Board of Public Works of Paterson, N. J., has engaged William F. Morse as consulting engineer to make a survey of conditions and report plans for better methods of collection and disposal of all municipal waste.

The Mayor of Hubbard City, Tex., whose offer of \$1,000 for every fly found in this city last year met with no response, claims to have the cleanest city in the state.

A little five-year-old invalid of the tenement said, "I don't want to get dead and be an angel—I want to play first." If God gives the instinct man ought to provide the playground.—*Exchange*.

Three years ago there were only three cities in the United States which had open-air schools. The number of cities has since increased to fifteen or sixteen and the number of schools to twenty-seven.

M. George Risler, a French statistician, has shown by a careful study of the principal European cities that where there is the greatest amount of open space, there the death rate from tuberculosis is lowest.

The Park Board of Kansas City, Mo., gave away last fall the flowers and plants that had made the parks beautiful during the summer months. They were mostly geraniums and border plants, and within two hours the parks were stripped, and the plants were on the way to their new own-

Holyoke, Mass., is to have a municipal burning day, on which it will destroy all the bills, receipts and other papers that are practically valueless, and are occupying storage room needed for important documents.

Denver has a contract for garbage disposal with the local hog growers organization, which brings no expense to bear upon householders or city other than the \$1,500 annual salary of the superintendent of garbage.

Milwaukee's municipal dances have been a great success in providing social recreation under wholesome conditions. Undertaken at the city's initiative and expense and properly conducted so that no girls who wants to dance is left out, they are helping to solve a serious problem.

A distinguished engineer, Mr. W. Francis Goodrich, author of two books and many papers on refuse disposal and power production, has been making a tour of some of our larger cities. Mr. Goodrich has been inspecting plants in Buffalo, Chicago,

Milwaukee, Cleveland, Minneapolis, Columbus, Pittsburg and Philadelphia in order to become acquainted with American methods and apparatus in the disposal of waste.



The public drinking cup has been condemned by forty state boards of health, and many cities have passed ordinances in regard to it. A great deal of educative work still remains to be done, for many people have not waked up to the dangers to which they needlessly expose themselves in using the common drinking cup.



The Institute of Municipal and Social Service in Milwaukee opened its second year early in January. The object of the Institute is to aid in fitting men and women for more intelligent and effective social and municipal service. Besides its courses on philanthropy and social uplift it conducts a weekly evening lecture course on municipal functions and problems, at which addresses are given on all lines of municipal law and administration by experts of national reputation and usefulness. The courses began in October and will end in March. It is hoped that the Institute may be made permanent.



The Department of Landscape Architecture in Harvard University offers both elementary and advanced courses of study in preparation for the professional practice of landscape architecture, treating it as "an art of design closely associated with the other fine arts." Among the related subjects studied are architecture, engineering, horticulture, forestry and geology. The Department makes use of notable examples of landscape architecture in and near Boston on private estates and in connection with the metropolitan park system. Full information in regard to the instruction of this Department and practical advice for the prospective student can be obtained by addressing Prof. J. S. Pray, 50 Garden Street, Cambridge, Mass.



The third annual meeting of the National Conference on City Planning will be held in Philadelphia in May. Mayor Reyburn is greatly interested in this event of in-

ternational importance, and has recommended the preparation of models and maps for an exhibition of the plans now being completed for the improvement of Philadelphia and including recent ideas on street and park systems, playgrounds, transportation, docks, harbors and waterways, public buildings and grounds, housing, etc. An appropriation of \$10,000 has been made for this purpose.



Springfield, Mass., has laid the cornerstone of a new forestry building, which is said to be the first of its kind erected by any city. The main part of this building will be 80x30 feet, and will be built of selected red brick laid in white cement with wide joints and brown stone trimmings. The lower floor will be used for a shop and the storage of tools, while the upper floor will be nicely furnished as an apartment for the caretaker. A wing, 70x20 feet, will be used for a barn and wagon shed with ladder room above. In a second wing, 60x20 feet, the spraying outfits will be housed, and the insecticides will be made up.

The work of City Forester Gale has increased until he now has charge of about 40,000 trees, exclusive of those in public parks and along highways on private property. Since the Springfield Forestry Department was created in 1898 it has occupied rented quarters, and has been very much crowded; it greatly appreciates, therefore, being so well provided for in a way that will increase the efficiency of the work.



Mr. John Nolen is preparing a plan for the city of St. Paul, which is working in coöperation with the City Club and the City Plan Commission. It is the intention to confer with the citizens and with the business interests affected upon every proposition before anything definite is decided. Improvements are contemplated in every department of the city's activity, but the topography will be first considered in relation to the manufacturing, jobbing, retail, residential, official and suburban districts. All available material will be collected showing just how far the civic development of St. Paul has been outlined, and in the near future an exhibit relative

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## **Walsh Window Tent**

Has an awning to protect sleeper—no nails or screws to mar the woodwork—can be instantly adjusted to any window.

105 E. 22nd Street, New York, February 28, 1908.—I am sure your tent is doing great good and I know it is being used with success in many parts of the country. With thanks for your co-operation in the work we are doing.—*Livingston Farrand, Executive Secretary the National Association for the Study and Prevention of Tuberculosis.*

St. Paul, Minnesota, October 21, 1907.—I find your window tent invaluable, and it seems to me much better adapted for sanitarium treatment than any of the measures at present in use.—*Chas. Lyman Greene, Professor of Medicine in University of Minnesota.*

Roland Park, Maryland.—I feel that I must write to you and tell you what your tent has done for my little girl. Before sleeping in the tent she had insomnia every night and only slept two or three hours at a time. Since she has been sleeping in the tent it has been less than twenty minutes before she was asleep and never awakened until seven the next morning. Once she slept so soundly I was frightened. I am certainly most thankful for what the tent has done for her.—*Mrs. C. G. Osburn.*

Washington, D. C.—I am enthusiastic over the tent and speak to every one who has any throat trouble

about it. I am nearly sixty years of age and have had bronchitis every winter for the last ten years. I have escaped this year so far and hope and expect to get through the winter. I feel that you have opened up an avenue of escape for many of the ills of life.—*Harriet W. Gilfellen.*

Ansonia, Ohio.—I ordered one of your tents a little over a month ago and received it promptly and in good condition. I have been using it ever since and find it all you claim it to be. I am well satisfied with it and will recommend it to friends who are suffering from tuberculosis or like diseases.—*W. L. Warrel.*

Joliet, Illinois.—I have used one of your tents all last winter and slept in it every night. In the first two months I gained ten pounds. It gave me an appetite for breakfast, something I didn't have for years. My fever and cough all left me and I do not raise any now.—*Ed. McLaughlin.*

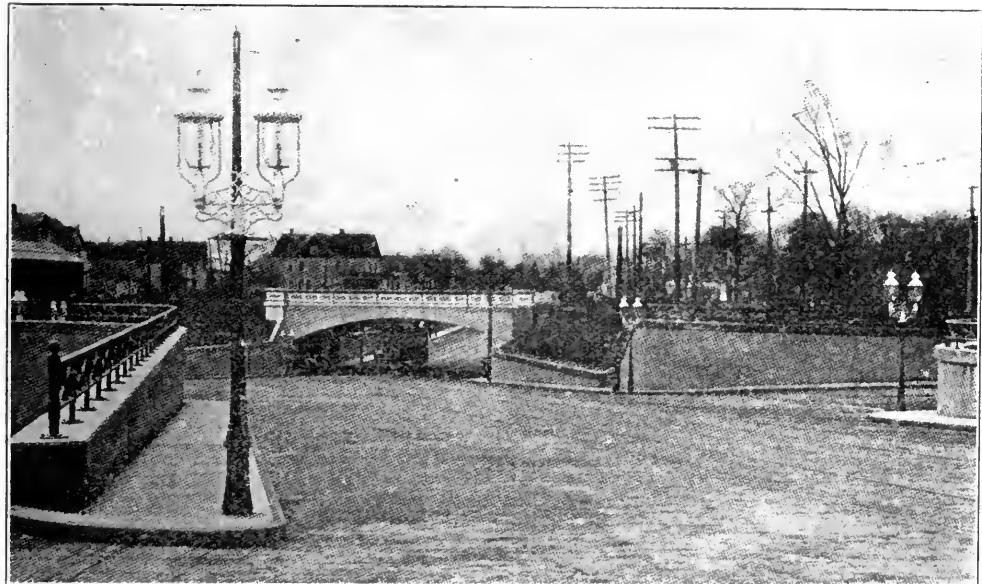
Griffin Corners, New York.—I received my tent several weeks ago and am simply delighted with it. Having given it a fair trial, I only wish I could find some way to supply all patients with a window tent.—*Jeanett Buscher.*

Write to-day for free booklet, "What Fresh Air Will Do," and full particulars of our  
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THE COMPLEX SUBWAY AT PARKSIDE AVENUE, BUFFALO, ON THE NEW YORK CENTRAL BELT LINE

to city planning in St. Paul will be held in the city hall.

"The city plan idea does not stop with development of the city's topography, but embraces questions of an administrative and legislative nature, such as charter revision, expenditures of public money and many other municipal problems which have to do with the development of the city on other sides than the strictly material."



During the past five years over \$2,500,000 has been spent on grade crossing improvements in Buffalo, N. Y., and through the keen mental activity of the ten members of the Grade Crossing Commission this expense has been equitably divided between the city and the railroads. During the ten years prior to 1906 practically all of the downtown crossings in the heavy traffic district had been made safe, and the number of deaths at grade crossings had been reduced more than one-half. But there were 52 additional grade crossings in the thickly populated districts along the Belt Line that had not been seriously considered when this was merely suburban territory, and it was necessary to adopt a supplementary plan to do away with these dangers as promptly as possible. Twenty of the twenty-three structures completed in the last three years

have been on the New York Central Belt Line, and the road has been reconstructed for about five miles, with a cut over a mile long and in some places thirty feet deep. There are twenty-two more pieces of work to be done. With seventeen trunk lines entering Buffalo, and an unusually level topography, great engineering skill has been required. As an example we note the Bailey Avenue subway 1800 feet long and crossed by 7 bridges with 11 tracks. Reinforced concrete has been used to great advantage, as it is economical and sanitary and makes possible attractive arches in harmony with localities already beautified.

A general rule for division of costs has been adopted. The city pays 35 per cent of the cost of construction within street lines and of the expense of land purchase; the balance is paid by the city, which also bears the entire expense of right-of-way work and of bridge maintenance. Incidental damages are divided evenly between the city and the railroad. Up to last fall the total cost of construction under the supplemental plan has been \$522,808 to the city and \$1,951,377 to the railroads. The efficient management of so great and expensive a work shows the value of non-partisan, business methods in municipal affairs.

# Books for the Citizen

[Readers are requested to order books reviewed in this department through The American City. American books will be sent on receipt of the postpaid price. Special quotations will be made on foreign books.]

## The City and Its Appearance

In his book "*La Ville et son Image*"<sup>+</sup> the well-known organizer of the French garden city movement has put the subject of city planning and city beautification in a most condensed form. It is of interest to those who wish to know how to make their cities cleaner and better, but who have not time to read large treatises on the subject. The volume is well illustrated, and graphically reviews what has been done in America and foreign countries. Those who read French will find this a charming summary of the present status of city betterment.

The elements of a city's beauty are re-

viewed in telling what is actually being accomplished. A chapter is given to garden cities. There is a bibliography covering various classes of publications, and also a list of European authorities who may be consulted on matters of city beautification. A diagram is included of the portion of Bournville, England, laid out for building.



## Great Cities in America<sup>†</sup>

In his newest volume Dr. Wilcox has given individual studies of six great American cities. The departure from the topical method of presentation, while experimental, appears to us to have decided advantages. By the present method of char-



A DREARY LONDON SUBURB



A GLIMPSE OF HAMPSTEAD GARDEN SUBURB

viewed—its individuality, its outline in perspective, its ornamentation by means of plants and flowers and monuments, its street scenes, its cleanliness, its open spaces and its portion of sunlight. Emphasis is laid upon the new American discovery that it pays a city to be beautiful; that open spaces and playgrounds increase land values and decrease mortality.

The civic awakening throughout the world is illustrated by many concrete instances of private initiative, as in France, England and America, and legislative provision, as in Germany; indeed, the particular value of this outline of city im-

acter sketches the story is much more definite, and it may be extended to cover as many cities as desired at any future time. Each city stands out clear cut and distinctive; comparisons may easily be made by the reader, and the lesson taught by each city's experience is not less effective because reviewed separately.

In the introductory chapter a personality is attributed to the city, which makes the study of municipalities as full of interest as the study of men, like whom, indeed, they have careers, in which are elements of tragedy as profound as those in human lives. The story of each city as given

<sup>+</sup> By Georges Benoit-Lévy. *Éditions des Cités-Jardins de France*, Paris, 1910. Octavo, 70 pp.; \$9 cents postpaid.

<sup>†</sup> By Delos F. Wilcox, Ph.D. *The Macmillan Co.*, New York, 1910. Duodecimo, 426 pp.; \$1.25 postpaid.

"Every single tree wisely planted is an adjunct to the furtherance of an improved city, and a personal gratification."

# Shade Trees

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Maples, Planes, Oaks, Lindens, Elms, Ash, Horse Chestnuts, Beeches, Birches, Willows, etc., etc.

Choice Evergreens, XXX Shrubbery, Bay Trees and other formal specimens. In fact "Everything Worth Planting."

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## The Care of Trees in Lawn, Street, and Park

By BERNHARD EDUARD FERNOW, Professor of Forestry in the University of Toronto, author of "Economics of Forestry," etc. (American Nature Series, Working with Nature) 393 pp. large 12mo, profusely illustrated.

This is the only collective and comprehensive hand book on the subject. Written for amateurs by an expert forester, it furnishes information such as the owner of trees or the "tree warden" may need.

"Truly admirable...eminently practical... His list of trees desirable for shade and ornamental is a full and most valuable one, and the illustrations that accompany it are enlightening."—*New York Tribune*.

"The author may well be said to be the father of forestry in the United States... Written for amateurs by a forester this conveniently arranged volume furnishes information such as the owner of trees may need... There are systematic and exhaustive lists... with helpful notes on their adaptations."—*Scientific American*.

"I beg to express the personal opinion gathered from typical experience with conditions in my own state, Massachusetts, and from what I know of conditions elsewhere, that this book will be very useful, and will, to use a well worn phrase, fill a long felt

want."—*Edwin A. Start, Executive Secretary American Forestry Assn.*

"Every one who owns or rents a tree... will be glad to read it... Not technical in language, and it is directed toward the exact needs of the amateur... Of forestry proper the book does not speak. It is the case of ornamental trees upon the lawn and along the streets to which Prof. Fernow addresses himself with a sufficiency of scientific detail and a complete absence of sentimentalism... Excellent cuts for the untutored layman... An entertaining chapter deals with the transplanting of large trees... The second half of the volume is devoted to a review of the trees available for shade and ornament... A clear, sensible and timely contribution to the difficult and perplexing life of the commuter."—*New York Evening Sun*.

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includes the history of its establishment, of its successive governmental forms, and an analysis of its present organization and methods of administration, with an estimate of the city's power and of its future. This is not as dull as it sounds, for the character sketches are vital and vivid. We learn how things came to be as they are, how the city is made up, and what it is doing in all departments; we learn what the duties of the city officials are, and what it costs to do the work of each; how that money is secured, and whether it has accomplished results worth while.

It is simple, clear and direct characterization, so that at the end of the reading we have a distinct conception of each individuality: Washington, that strange combination of beauty and squalor, "the city made to order," where no citizen can vote on local or national affairs; New York, the fundamental characteristic of which is congestion, the city with the biggest debt and the greatest annual expenditure; Chicago, newest among the great, crude in many ways, but growing sober, and above all things alive and energetic; Philadelphia, "corrupt but contented," prosperous, cultured, and, until of late, slumbering; St. Louis, where the influence of trade has been dominant, and where the Civic League is now hard at work; and Boston, cultured and conservative, the business center of a great metropolitan community, with "traditions of government too personal and extravagant."



#### The Real Object of Children's Gardens

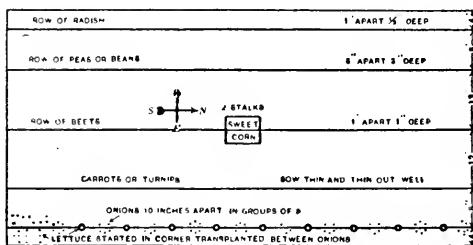
There is no time of the year when one may not profitably consider such a book as "Children's Gardens for Pleasure, Health and Education."§ The author is the son of Mrs. Henry Parsons, who founded the famous Children's School Farm in De Witt Clinton Park, New York. As an active worker and teacher of several years experience, he is heartily in sympathy with the viewpoint that the school garden should exist mainly to foster the growth of children, rather than to teach them how to grow plants.

This broad conception of gardening as a part of the education of children has made it imperative that garden schools

should be started wherever possible, and it is true that wherever primary education is most advanced, there will be found the greatest number of school gardens. Mr. Parsons' book aims to show by theory and practice how vital this training is, and how it may be most profitably and delightfully carried out.

Part I explains clearly and charmingly the fascination of the garden and the value of the knowledge to be gained there.

"Children should be taught that the *wealth of the world* is produced by the *moving of things*. . . . Man cannot grow the crops, but he can move things about so that Nature will grow them. . . . Each bit of movement and labor is connected with a past and future effort, and the child can be guided to study, plan and experiment to get large returns from low cost in energy, and



Child's plot, showing details

as a result to save steps, labor, time, money strength and health, and gain larger net returns in vegetables, flowers, health, strength, pleasure and knowledge for himself and his fellowmen."

Part II tells how to prepare and lay out the ground, and describes in detail every step of the instruction and control of children in gardens of from 20 to 500 plots. It is all very simple and alive, not at all pedagogically dry; it is full of the joy not of making good, healthy gardens by the help of children, but of making good, healthy children by means of gardens. There is a list of books and pamphlets for the teacher, and the appendices include the cost of tools and equipment and the 1908 report of the Children's School Farm in De Witt Clinton Park.

Everyone who has to do with the care of children, with training for citizenship, with the development of a better use of the land, will find help in this book. The many illustrations aid greatly in making the book of practical service.

§By Henry G. Parsons. Sturgis & Walton Company, New York, 1910. Duodecimo, 226 pp.; \$1.10 postpaid.

# A Symposium of Subscribers

Each new day's mail brings clearer proof that THE AMERICAN CITY is unique in its field; that it is a valued medium between civic workers; that it actually starts things moving on sane, wholesome and practical lines. We are in close touch with our readers; they talk with us often, and

## WE INVITE YOU TO LISTEN

The Secretary of the Chamber of Commerce of Kingston, N. Y., says:

**"Your magazine should be read by every person interested in the work of city development. It is entirely practical and contains many valuable ideas and suggestions on the City Beautiful."**

His opinion is echoed by the Secretary of the Geneva, N. Y., Chamber of Commerce:

**"Your magazine is certainly up to date and ought to be on the desk of every 'live wire' secretary in the country."**

Two real estate men, one in Dalworth, Texas, the other in Grand Forks, N. D., subscribe because they actually need THE AMERICAN CITY. One writes:

**"I read it with very special interest because of the work in which I am engaged."**

The Mayor of Temple, Tex., sends his subscription with the comment:

**"I have gotten more than a dollar's worth already out of the January issue."**

Mr. L. P. Jensen, Landscape Architect of St. Louis, in forwarding his renewal, says:

**"Your publication is of real value to the student of civics and city planning, and for this reason very interesting to me personally."**

The General Secretary of the Civic League of Albany tells us:

**"Your magazine is receiving much favorable comment here in Albany."**

The Chairman of the Civics Department of the "Council of Clubs" in Kansas City, Kan., renews her subscription because she has found the magazine "most helpful;" she has recommended it to other club women and to the City Commissioners.

Word comes from an active worker "up the state":

**"I have enjoyed, and, I hope, profited by your excellent magazine, The American City, for some time, and through its stimulating articles, have come to see a possibility of improving a small outlying village."**

Is it not time for you to get in line with the rest of the people that are doing things worth while? Then

**SEND US YOUR SUBSCRIPTION**

# The Williamsport Way

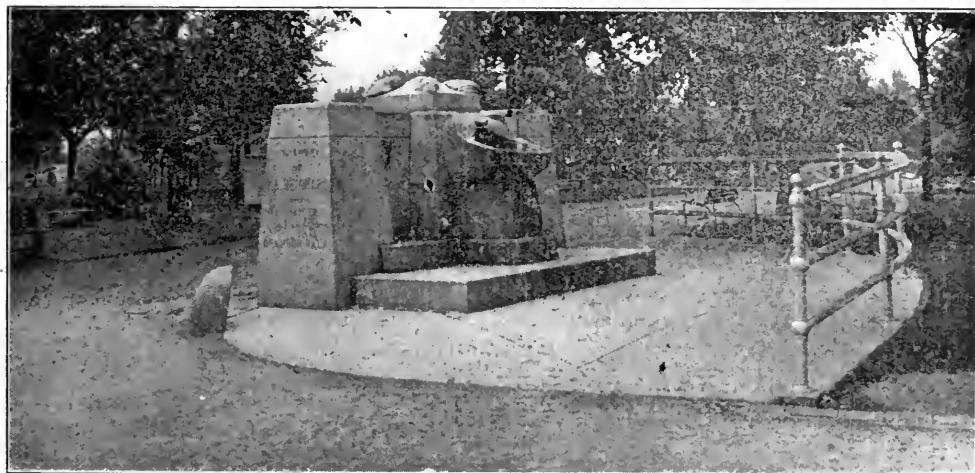
By George H. Young

President Y.M.C.A. of Williamsport

Williamsport, the one-time center of Pennsylvania's great forests, the one-time "Lumber City" of the greatest lumber state, was essentially a community with but a single interest. The millions and millions of feet of fresh hewn timber that annually floated into its many saw mills, formed the backbone of the city's very existence and helped make the fortunes that have provided the sinews of her further progress. The closing years of the last century saw the passing away of the industry that had been the

In addition to the regular membership dues there was made up among the members of the Board a subscription list which produced a fund sufficient to meet the expenses of the organization. Then, as in any well conducted business, under the supervision of an executive board, the manager was expected to produce results.

The filling of the place in the community left vacant by the passing away of the great lumber industry was the first and most important work. Permanent manu-



MEMORIAL FOUNTAIN, BRANDON PARK

making of Williamsport. One after another the big sawmills were closed, and the census of 1900 showed that for the previous ten years the city had been practically at a standstill. Then it was that the substantial character of the Williamsport citizenship began to assert itself and the "Williamsport way of doing things" was developed in the permanent upbuilding of the many factors that make for the "Ideal City for Home or Business."

The first important step taken was the reorganization of the Board of Trade, and the placing it upon a strictly business basis by selecting a manager, and paying him a salary to devote his whole time to the work.

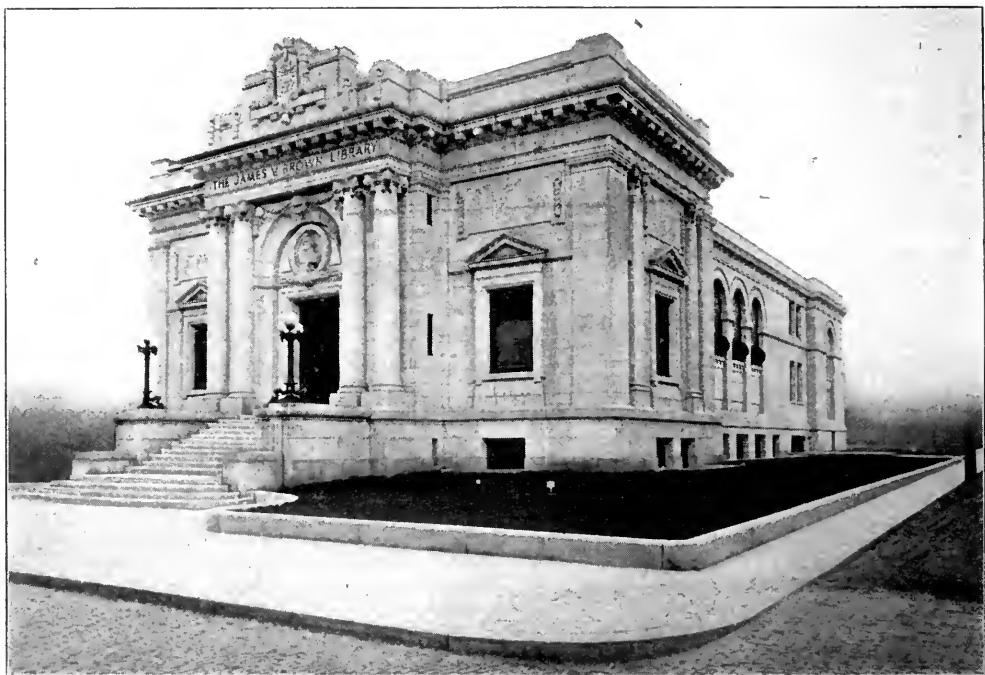
factories and industrial enterprises were imperatively needed, and the task of securing them was begun in earnest.

One of the important ideas that received birth in Williamsport about this time was the establishment, in December, 1900, of a guaranty fund as a financial backing in the work of the Board in convincing prospective Williamsport manufacturers of the seriousness of its motives. In a word, the subscribers to this fund authorized trustees to endorse paper to the amount of \$200,000, in order to finance any new propositions that received the approval of the executive board. The responsibility of each subscriber was limited to the amount of his

subscription, and no cash payments were to be made except in the event of the failure of the proposition financed. Even then the payment due from each subscriber was to be only his proportion of the actual loss incurred; and, as the experience of the first five years demonstrated, not one of the subscribers was called on for any substantial sum in connection with this fund, while its advantages had been demonstrated in many ways, both in Williamsport and other communities where the idea has

made. The city was well advertised, the applications from new industries came, a careful selection was made, the wheat was threshed from the chaff, and Williamsport has become the chief manufacturing city of central Pennsylvania.

In one hour Williamsport's citizens subscribed for \$140,000 worth of bonds, and so secured as one of its industries the largest dye works in the country. At another time a large steel plant was brought to the city through the prompt action of Wil-



WILLIAMSPORT'S PUBLIC LIBRARY

been appropriated. Each subscription to this guaranty fund was made to cover a period of five years, and, while the amount had proven sufficient for all purposes, a new list was formed, at the expiration of the old, with subscriptions amounting to over \$400,000. This fund is now at the beginning of its third five years period, and all the indications are that it will surpass the previous fund by a comfortable margin.

The point thus far demonstrated, typified as the "Williamsport Way," was the simple *doing* of the thing that was *needed*, "for Williamsport." When the need was shown the citizens responded, and the thing was done. And so the progress has been

liamsport's six banks in underwriting the entire issue of \$150,000 worth of bonds necessary to secure the removal of the plant to this locality. During the ten years just past 39 new industries have been established, and most of them have progressed and are now in full operation, giving employment to approximately 3,000 hands.

In this connection the work of the Board of Trade is deserving of more than passing mention in that for the ten years its total expenses have not exceeded the sum of \$40,000. During that time, due solely and directly to the Board of Trade effort, \$1,007,000 of local capital has been invested in new industries bringing in \$1,428,000 of outside capital, making a total of \$2,435,-

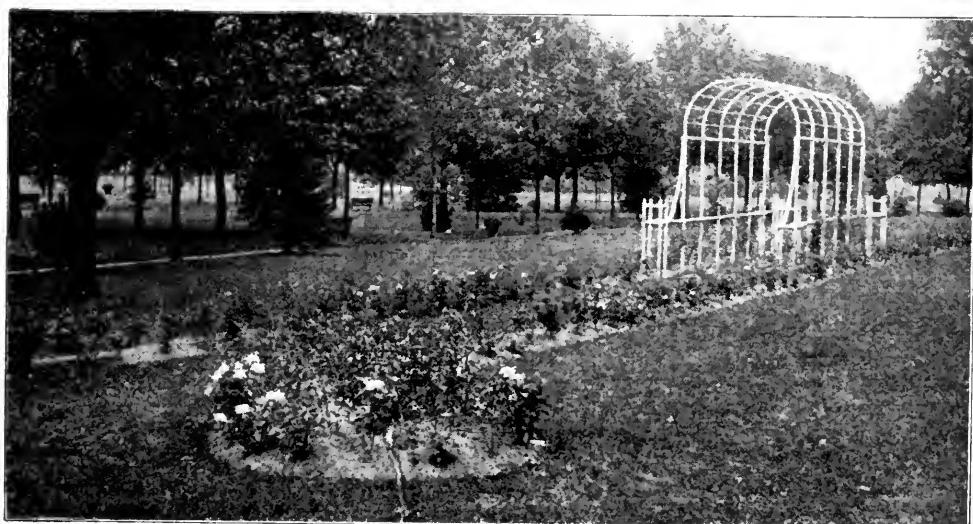


PLAYGROUND IN BRANDON PARK

000. In other words an average annual expenditure of \$4,000 in Board of Trade work has enlisted approximately a quarter million dollars of capital in investments in local industries for each of the ten years. For a city of 40,000 inhabitants this constitutes a record that would be hard to surpass.

The activities of the "Queen City of the West Branch" have not been confined, during this period, to the work alone of securing new industries. Up to two years ago the beautiful Brandon Park, presented to the community in 1888 by a former citizen, had never been utilized except as a place for sightseers. The Young Men's

Christian Association had a physical director, experienced in playground work, and he tendered his services free of charge to the park commission, with the idea of supervising a public playground in the park. The offer was accepted by the commission, whereupon the Association went still further, and, on its own initiative, engaged a capable directress to assist in the work by taking charge of the girls. The result was that a most successful playground was conducted for two months of the summer, achieving for the city all the benefits that obtain from having its children capably directed in their diversions and taught the



ROSE GARDEN, BRANDON PARK



WILLIAMSPORT'S CITY HALL



THE SLIDE IN BRANDON PARK

principles of fair play, as well as service and unselfishness in looking after the weaker of their numbers.

To make the demonstration more complete the Christian Association repeated its offer this last year and again achieved most satisfactory results. The total estimated attendance of children during the two months of supervised play ran above 23,000, an average of over 600 for every day.

Another achievement of the year was made in connection with the playground in the conduct of a safe and sane Fourth of July. Advantage was taken of a park rule

to the effect that fireworks and explosives of all sorts are prohibited within its limits, and all efforts were directed towards keeping the children interested within the park during the hours of daylight. This was done by means of various athletic contests and games, for all of which prize ribbons were awarded the winners. Morning and afternoon of the Fourth were well filled with the contests, in which all ages under twenty years were accommodated in their various groups, while the parents and others were entertained by Williamsport's famous Repasz Band in morning and afternoon



WILLIAMSPORT'S FIRST "SAFE AND SANE" FOURTH OF JULY—CHILDREN'S GAMES IN BRANDON PARK

concerts. The musical part of the program was then continued in the evening at the baseball park, which afforded an excellent view of the big fireworks display set off by experts from the nearby Gram-pian Hill. The celebration was a complete success. The whole project was financed by a popular subscription, and the day proved a record breaker in every respect, as attested by the oldest inhabitants, as well as by the city fire and police departments, and by the medical fraternity.

A more recent step in the direction of progress was made by the agitation for commission government. The Board of Trade took the initiative, first sounding the third-class cities of the state, and then calling them together in convention. Some of the brightest lights in the country associated with the commission form of municipal government attended this conference, held in Williamsport last October, and the sentiment was frequently and generally expressed during the progress of the convention that the occasion was most unusual, both on account of the high degree of intelligence evinced by the delegates and

the completeness with which all phases of the subject were covered by the speakers. The net result was primarily an educative one. The seeds of progress have been sown and the harvest is yet to come.

The chief point of this story, however, was again in evidence; namely, the "Williamsport way of doing things." The need for betterment of the municipal government in Pennsylvania cities had been shown, and the necessary steps were taken to bring about the improvement, with Williamsport in the lead.

Such has been the history for the last ten years of this enterprising community. Beautifully situated among the hills of the Bald Eagle range on the banks of the West Branch of the Susquehanna River, it is reached by three of the greatest systems of American railroads, namely, the Pennsylvania, the Philadelphia and Reading, and the New York Central and Hudson River Railroads. Such the location, of the "Ideal city for home or business"; and the history: "The need was shown, and the thing is done—for Williamsport"; and the end it not yet.

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## Taxation of the "Unearned Increment"

Great interest has been felt in the addresses of Dr. Albert Sudekum, member of the German Reichstag, before various American assemblages during the few months preceding his return to Germany in January. In addressing the Committee on Taxation of the New York City Commission on Congestion, he expressed the opinion that the whole problem of relieving congestion of population resolves itself into the question of cheapening land so that it can be bought and built upon and improved. Land in the heart of the business section of a great city cannot be cheapened for this purpose, but there are quantities of unimproved land the price of which should be kept reasonable. There must be cheap and efficient means of transportation, best, perhaps, by the railroad in connection with the largest number of lines in the city itself. The German policy of forcing property owners to improve their

land is carried out by taxing unimproved land twice as much as improved land. Dr. Sudekum says:

"The property owner may stand it for a time, but he will soon realize that his business requires the improvement. That is to say, he begins to build; and that is the desideratum, for we need more houses for dwelling purposes."

Taxation of the "unearned increment" is very popular in Germany, where it is thought just that the landowner whose property has increased in value solely by the growth and development of the community without special effort on his part, should return to the community a portion of the wealth it has given him. In the small towns the land speculator is driven away by the fear of a heavy tax on unearned increment, and the land is left in the hands of the original owners, who improve it with buildings.

# The Obligations of Waterworks Superintendents with Respect to the Sanitary Quality of Public Water Supplies\*

By Paul Hansen, Asso. Mem. Am. Soc. of C. B.

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The title of this paper may be suggestive of platitudes, yet the experience of the writer convinced him that on the part of the majority of waterworks superintendents there is not a proper appreciation of their obligations with respect to the maintenance of the sanitary purity of public water supplies. Superintendents feel called upon to make a showing for economic efficiency rather than to deliver into the mains a water that is beyond reproach, from a sanitary or even a physical standpoint. This desire to make a showing for economic efficiency is highly commendable to be sure, nor should any effort be slackened in this connection; but taking a broad view of the situation, it must be affirmed that the sanitary quality of the water is the matter of vital consideration.

Many railroads in coöperation with municipalities are today spending hundreds of thousands, and even millions of dollars, for the abolition of grade crossings; and while there cannot be one word of sane criticism against these expenditures as being wasteful and unwarranted, yet the number of persons killed and maimed at grade crossings is insignificant compared with the number that are killed and laid low by sickness due to impure public water supplies. Moreover, it may be said, in general terms, that a life may be saved at far less expense by the purification of polluted water supply than by grade crossing elimination.

Notwithstanding these and many similar statements relative to the saving of life that may be accomplished by the improvement of water supplies, which statements today have become almost axiomatic, we find otherwise competent and reliable waterworks superintendents zealously defending water supplies known to be polluted or subjected to the possibility of pollution. The

argument used in nine cases out of ten is that the water cannot be harmful since no cases of typhoid fever or other diseases have been definitely traced to its use. This argument is sometimes used in the face of the presence of an abnormally high death rate from typhoid fever. In some instances, happily decreasing in number, there is advanced the ridiculously short-sighted argument that the treatment of water for purification purposes will prove costly, and therefore become a burden upon the tax-payers. In contravention of such arguments as these it has been repeatedly shown that the financial gain in the saving of life and the prevention of sickness effected by the purification of public water supplies vastly exceeds the cost of such purification.

Perhaps the greatest stumbling block in the road toward securing better water supplies obtains in those communities where the supply is privately owned. Many such supplies have been installed before there was gained a general appreciation of the advantages of pure water and therefore many of these supplies are far from meeting present day standards. With franchise privileges nearing their termination the installation of expensive purification works often seems out of the question even though the terms of the franchise may expressly call for a "pure and wholesome" water. Such difficulties as these can only be overcome by the exercise of good judgment, both on the part of municipal officials and on the part of officials of the water company. Space does not permit of a discussion of the various equitable ways in which such difficulties may be overcome, for, in point of fact, these ways are practically as numerous as the cases which arise. It may be said, however, that for a waterworks official, particularly the superintendent, to deny the necessity of securing an unpolluted supply, or the necessity of purifying a

\* An address delivered before the Central States Waterworks Association.

supply subject to pollution, is not only bad judgment, but is actually criminal.

If the foregoing statements are accepted, and in the present state of advancement of sanitary science they must be accepted, it follows that waterworks superintendents should place the sanitary quality of the supply which they deliver to the consumers in advance of considerations of economy, as well as all other considerations, and should do all in their power to prevent the supply from becoming laden with disease germs.

For the sake of orderly discussion, the various means which a waterworks superintendent may use for insuring the purity of his water supply may be discussed under the heads of ground water supplies and surface water supplies.

#### Ground Water Supply

Ground water supplies free from contamination and free from any mineral constituents which impart objectionable physical characteristics are above all other water supplies the most to be desired. Such supplies are not subject to sudden contamination or change in character, nor do they require the constant vigilance of the human element in maintaining their purity. Ground waters are not, however, without their dangers, and these dangers are often increased by the heavy draft to which public supply wells are subjected.

To insure the quality of ground water supplies the waterworks superintendent should carefully inform himself as to the geological formation whence the water comes, in order to ascertain possible ways in which contamination may reach the water-bearing strata. Should the water-bearing strata be overlaid by previous material the superintendent should put forth every effort, and in this he will usually be seconded by the health authorities, to have removed all possible surface contamination within a wide radius of the source. New wells should always be sufficiently far removed from habitations to be beyond the influence of surface contamination. With water-bearing strata of a sandy or gravelly nature there is assured a rapid purification of any contaminated water moving toward the wells, but in certain rock formations, such as creviced sandstones or porous limestone, such purification may be but slight. Limestone is perhaps the most treacherous

of all formations as regards its subjection to surface contamination. Many instances are known to the writer where abandoned wells, or holes specially drilled for the purpose and penetrating porous lime stone, are used for removing house sewage. Therefore a well supply from open rock formations should receive the closest scrutiny, and even remote possibilities of contamination should be taken into account.

In the case of any ground water supply there should be obtained at least once yearly a sanitary analysis of the water, both chemical and bacteriological by a competent analyst. In some states such analyses are made by the State Board of Health, and in passing it may be said that this practice should be extended to many more states.

#### Surface Water Supplies

Unfortunately only the smaller communities and but a very few of the larger communities can hope to obtain a ground water supply ample in quantity, and therefore by far the greater proportion of the urban population of the country must derive its water supplies from surface streams, lakes and ponds.

Where surface water supplies are used the possibilities of contamination are many and varied. To prevent this contamination from entering the distributing mains is the problem of every waterworks superintendent, and fortunately it can be said that nowadays there exists no adequate reason why this should not be done in all cases, at reasonable cost, no matter what the local conditions.

In the case of surface water supplies obtained from small watersheds by the use of large impounding reservoirs, and where these watersheds are but sparsely populated, it is quite possible by controlling the land bordering the watercourses, and by maintaining a strict sanitary patrol over the entire watersheds, to secure a water supply of satisfactory sanitary quality without any treatment whatever.

Where the watersheds cannot be controlled in the manner above outlined, or where it is desired to use the reservoirs or other bodies of water for pleasure purposes, some means of purification must be adopted. There are now well developed methods of filtration which may be used with every confidence, provided the plant is well designed, and provided (and this touches the

waterworks superintendent) the plant is properly operated.

It is unfortunate that the spur of competition, combined with a desire on the part of many municipalities and water companies to secure an installation at very minimum expense, has resulted in the erection of many filter plants unworthy of the name and which have done much to throw discredit upon the process of filtration in general. Added to this there is often lax and unintelligent operation of filter plants, under which condition even the most carefully designed and constructed installation will fail to give acceptable results. The first duty, therefore, of the waterworks superintendent with respect to the improvement of a surface water supply that cannot be adequately protected against the possibility of pollution by patrolling the watershed is to use his influence with the people, the city officials, or his company (should the waterworks be privately owned) to install a suitable filtration plant, and he should furthermore see to it that competent engineering advice is obtained to insure a design that represents the very best in filtration practice, for be it remembered that the filter plant stands as a bulwark between disease and the consumers.

This much accomplished, the superintendent should set about to secure intelligent and reliable operation of the plant. In large installations this is best accomplished by employing a trained filter operator, who should also be an analyst. When the size of the plant does not warrant this expense the superintendent should himself master the operation of the filters and should acquire such knowledge of analytical methods as will enable him, with the occasional assistance of an expert, to maintain daily analytical control over the performance of his plant. Such analytical control would involve at most the following determinations: (1) turbidity, (2) alkalinity, (3) total number of bacteria, (4) the presumptive test for the colon bacillus. There are now engineers and other experts having laboratories who are prepared to undertake just

this sort of co-operative control over filter plants with local waterworks superintendents.

It has already been hinted that there sometimes obtain political or financial obstacles, or obstacles due to misguided public opinion, which prevent or greatly delay the installation of filter plants. But even in such difficult cases there is still an opportunity for the waterworks superintendent to furnish his consumers with a safe water at a trifling expense, both as to first cost of installation and subsequent operation, by the use of hypochlorite of sodium or calcium as a disinfectant. The writer is not prepared to state to what extent hypochlorite treatment may take the place of filtration, but it should be observed that disinfection does not remove any of the objectionable physical characteristics of the water; moreover it is apt to impart a medicinal taste to the water which is almost certain to give rise to popular complaint. It should also be observed that different waters require different treatment, and under no circumstances should the hypochlorite treatment be adopted until an expert has been consulted.

After a waterworks superintendent has done all in his power to perfect methods for rendering his supply safe for the consumer he should regard with a jealous eye any unreasonable pollution of the source of supply, and when he deems that such pollution has placed an undue burden upon his devices for purifying the water, he should appeal to the state health authorities for such protection as the law permits them to render.

By way of summary and in conclusion, it may be stated that the prime obligation of a waterworks superintendent is to give to the consumer a safe supply, and that there are no ordinary circumstances under which this obligation may not be fully met. Beyond this, and secondarily, he should use his best endeavors to supply a water free from objectionable physical characteristics and to conduct his operations on the most economical basis.



# Salem's Garden Contest

## By Miriam Adelaide Tighe

A year after its organization the Civic League of Salem, Mass., instituted a garden contest, the first announcement of which, in the *Evening News* of May 10, 1906, was as follows:

"The Civic League of Salem, Mass., offers a series of 33 prizes, amounting to \$129 for the yards showing the greatest improvements by cleaning up and planting flowers and vines, as follows:

Six first prizes of \$5 each for each ward.

Six second prizes of \$3 each for each ward.

One first prize, \$10, for the entire city.

One second prize, \$5, for the entire city.

Six first prizes of \$2 each for the greatest improvement of a wall or fence in each ward.

Six second prizes of \$1 each for the second best.

One first prize, \$15, for the best school garden in the city.

One second prize, \$10, for the second best school garden.

Six first prizes of \$2 each for the best window-box in each ward.

Six second prizes of \$1 each for the second best.

One prize of \$5 for the best window-box in the entire city.

Special prizes of 50 cents will be given in all cases where the successful contestant is under 10 years of age."

In response to the above offer 14,500 packages of seeds were ordered through the agency of the public, private and parochial schools by means of individual printed slips on which each child had opportunity to cross off the names of desired flower and vegetable seeds; and the Civic League, having made arrangements with the Cleveland Home Gardening Association, furnished all seeds at one cent a packet. Arrangements were made to have the gardens visited frequently by ward inspectors, and individual

conditions, progress and improvement were carefully recorded.

And so the great work started. Since that first year the undertaking has greatly increased, more helpers have been needed, more prizes have been offered, more parents have become interested, more teachers have coöperated, more public-minded citizens have offered outside aid in the form of special prizes, vastly more popular sympathy has been shown in every direction.

Last year 159 prizes were offered, and 25,000 packages of seed were distributed. The Civic League feels that a noble and beneficial work has an assured and permanent footing in this city.

The pictures illustrating this article may tell us a little about the changes and transformations wrought by the efforts of the children with their gardens, but they do not begin to tell us of the many hard struggles with which such transformations were wrought, nor do they give us an adequate idea of

the far-reaching value of the lessons of cleanliness, neatness, industry and regard for others' property inculcated in the children by their own heroic battles and trying experiences.

One little boy had learned the lesson of order and neatness so well that he never left the gate open, and would not even allow the upstairs baby to eat cookies in the yard for fear the crumbs would spoil the smooth appearance of the lawn. The same lawn a year ago had been nothing more than a neglected can-strewn ash-heap. This boy never came in or out of the yard



HOUSE OF WINNER OF FIRST PRIZE, ADJOINING  
RAILROAD TRACKS



CANIZARRO HOME WITHOUT A GARDEN

without a fond touch to his trailing vines. His father had always wanted a garden, but didn't know what to do. Together they learned through the directions on the seed envelopes, and now when the man returns home at night he enjoys sitting on his back steps taking in the beauty of the garden.

A little barefoot Polish girl living in a four-story tenement-house without any yard had raised window-boxes on the veranda of the second and third story. The soil she had carried a little at a time from a nearby dump; the sun rarely reached some of the plants, so they were scraggly; but the little girl was proud of them, and was going to try harder next year.

The Canizarros, shown in the picture, were burned out, but the window-boxes were all saved, carried patiently by the children to a house across the way, and there, cared for with renewed tenderness, succeeded later in winning a prize.

One boy who had a vegetable garden, being troubled with cats and hens and children running across it, built a fence around the garden and from that time on the vegetables flourished.

Incidentally, many this year have been imbued with a new interest in the raising of vegetables due to a special offer of one of Salem's clothing merchants. This man arranged for a vegetable exhibition in the fall, and offered prizes to the amount of \$20 to be distributed to the owners of the finest vegetables on exhibition. As a result a marked increase in vegetable gardens has been noted, particularly among the Polish people, to whom the practical side of the question seems to have appealed. In many cases fresh vegetables have been

served to these families all summer, and there is no doubt but that the economic value has left its influence.

Some successful work has been done in the schools with gardening. One teacher tells of her slow class in arithmetic. Only three pupils had "a hundred." The next day she offered the successful children a chance to work in the school garden. Eighteen "hundreds" was the result. Before the year was over this school had a beautiful garden, and has had it ever since; and so have other schools which have followed this one's example.

Far away from this school, in a narrow dirty street near the railroad track, from the door of a poor-looking untidy house came forth an unattractive ill-kept woman. One would know at a glance at her slack, ragged garments and frowzed hair that she was an occupant of the dirty house. Not a spot on the back porch could be found which did not require the services of a scrubbing-brush. But as one looked about, in back of the miserable dwelling could be seen a garden of exquisite beauty and neatness. It was that of her eight-year-old daughter. The faded eyes of the mother glowed as she looked over it and told its history. "It all came," she said, "from ten cents worth of school seeds and lots of hard work." As a result this poor tired woman had before her a little picture which in its refreshing neatness brought every



CANIZARRO HOME AFTER JOSIE STARTED A GARDEN

day a ray of brightness and sunshine which everything else seemed to lack. Her worn face became animated as she told of its progress and the wonderful results. Her face softened as she told of her frequent visits to the cemetery laden with beautiful flowers, and it brightened again with pride as she told of how a neighbor came often to pluck the bright flowers for sick children. The neighbor told her the yard had not looked like that for twenty years. "Shall you have a garden next year?" she was asked. "Oh yes! always now," she said. "I never can go back to the old dirty yard

. with its rocks and tin cans again!" And then one wondered if some time the little daughter might not teach her mother the same thought about the ill-kept house.

And so we might go on and on with innumerable and varied instances to show what this garden contest has meant to the hearts of Salem school children, and what kinds of lessons have been instilled there; but in its great and ultimate purpose Salem citizens and members of the Civic League feel that it has met with unbounded and universal success—in the cultivation of a loyal, wide-spread impetus for civic beauty.

# School Gardens

By Henrietta W. Livermore

Vice-President Fairview Garden School Association

School gardens have come to stay. They have rooted firmly, spread rapidly, developed prodigiously, and, feeding on hidden sources of nutriment in child nature, will not easily be eradicated.

What is a school garden? It is a combination in multiform permutations of the garden and the school ideas.

One of the recent educational facts which is being driven home into the public consciousness is that the child who has to leave school at fourteen years and go to work is not fitted for life. His school days have not been made a sufficiently definite asset to him. Our grammar schools as run at present reach their highest efficiency only when the child continues on through the high school. In other words, our present educational system is planned for the few who go to college, instead of the many who go to work.

School gardens have sprung up in response to the demand that education must fit the masses for life as well as the minority for college. Geography, history and arithmetic have in consequence been pruned back severely, and the educational sap is seeking an outlet in new directions.

The school garden is a great educational force which must be reckoned with in the

near future. Why? Because it is a rare combination of essential educational qualities. It is a happy mingling of play and work, vacation and school, athletics and manual training, pleasure and business, beauty and utility, head and hand, freedom and responsibility, of corrective and preventive, constructive and creative influences, and all in the great school of out-of-doors. It is the corrective of the evils of the schoolroom. It is the preventive of the perils of misspent leisure. It is constructive of character building. It is creative of industrious, honest producers. In fact there is no child's nature to which it does not in some way make a natural and powerful appeal.

Roughly speaking, school gardens are divided into two classes: those which keep open during the summer vacation and those which do not. Of course the value of the former far exceeds that of the latter. For, while many valuable qualities can be developed even in a short term school garden, it is only when we follow nature through her seasons, when we reap the rewards of our own toil, or receive the result of our neglect and insufficient labor, and thus see the working out of inexorable laws that we learn our lessons in Life's



Photo by Edward Mahoney

BEFORE

great public school. "Go to the head; go to the foot," says Life, and we see it is just. Herein consists the first inoculation against a pessimistic socialism.

The Fairview Garden School of Yonkers is open for six months in the year after school hours, all day Saturdays and all the

summer vacation. It was started by Miss Mary Marshall Butler in 1903 in two small city lots with 36 boys. It now covers 3.5 acres, and furnishes plots to 600 boys and girls, eager to work, anxious to learn, and impelled to normal activity.

Have you not in your city just such a



Photo by Edward Mahoney

AFTER

small army of children demanding a chance to work out what is in them?

The garden plots are 10x16 feet in area. On each of these plots \$5.00 worth of vegetables can be raised, and more than a hundred times this value in experience and training can be absorbed.

One valuable fact should be noted. The desire for the garden and work comes from the child himself. It is not imposed on him from without. He craves a garden. There are always twice as many applicants as can be accommodated. The at-

does not cower before the street bully. His garden may be better and even envied by the bully. A spirit of helpfulness suddenly blossoms out, and a child in a brace may have his watering pots carried for him. The timid virtues burst forth from a hitherto barren soil, and surprise even themselves.

Many nationalities are represented in the garden. The average daily attendance is 236. The average age is 11 years. A set of strong small gardening tools is allotted every six children. These cost about \$3.75 a set. The largest item of expense in a



Photo by Edward Mahoney

TRANSPLANTING

tendance is not compulsory. The child *wishes* to attend. Of course, some fall by the wayside, but the number is so small as to be negligible.

Another valuable fact should not be overlooked. The boy is reached just before the rebellious age, just before he becomes possessed with an outlawry against society and a scorn for all restraint. It is then that an interest and absorbing occupation becomes his own, so that in a couple of years he is a trusted leader and helper, proud of his importance and with a very stern respect for justice, which he inflicts remorselessly on any detected culprit in the garden.

Here, if ever, children are on an equality. For once the weakling or the lame child

school garden is the salaries of the staff, then tools, fertilizer and seeds.

Our children own what they raise, and this lesson is one of the most valuable parts of the crop. One plot will keep a family in vegetables all summer. One mother of eight said that with the exception of 8 cents a week for potatoes, her boy's plot supplied her entire family with vegetables throughout the season. James J. Hill says that from 60 to 80 per cent of the wages of the laboring man goes for food. If the laboring classes would till a bit of ground instead of crowding into tenements their cost of living would come down quickly.

Apart from the value of the food products, the knowledge of agriculture obtained and the forming of the garden habit, there

is the physical side to be considered. Healthy exercise in the open air, development of muscles and lungs, and the building up of weakened tissues aim a direct deadly blow at the white plague.

There is also developed that moral quality so much needed in America, *honesty*.

Private care of public property, a respect for others' possessions, knowing what it means to protect your own — these qualities are needed before our American cities can be made beautiful. If unmolested, parks, gardens, fruit trees, shrubs and flowers would blossom out in all directions, and beautify every city and town in the land. While in Germany fruit trees can be planted by the roadside for shade trees and be unharmed, in America many feel that it is best to plant no fruit trees even in private grounds, as it is only thrusting temptation in the children's way, just as a cherry tree invites the robins. The very foundation of honesty is to possess something of one's own. The education of the street makes thieves. The education of the school garden makes for honesty. At the end of the season in the garden school the furtive snatcher is transformed, and the prison is cheated of an embryonic criminal.

Some children are so in love with the

garden school that they go there daily, and spend long hours as in a park or playground, lending a helping hand, watching others, studying the observation garden of mercantile plants, or caring for smaller brothers and sisters. They feel they have a right there. It is "our" garden, and "we" raise the crops. A small matter, you think? A great matter, rather, and pregnant with the possibilities of future democracy!

Perhaps enough has been said to suggest the diverse values of a school garden. Two recent books give much necessary data: "Among School Gardens," by M. Louise Greene, and "Children's Gardens for Health and Education," by Henry G. Parsons. The Fairview Garden School has a full, illustrated report which can be obtained from the garden school, High Street, Yonkers, N. Y.

In several European countries a garden goes with every school. Many American cities have already adopted some form of the school garden, and visitors and inquiries at the Fairview Garden School are frequent. The subject is well worth investigating as it deals with raising a future crop of efficient American citizens. Fit education to the child and not the child to education. Put the "green book of nature" into his hand. No pedagogue has ever improved on it.



Photo by Edward Mahoney

A PRIZE-WINNER



# Efficiency Records in the Civil Service of the City of New York

By Leonhard Felix Fuld, LL.M., Ph.D.

Examiner, New York Municipal Civil Service Commission

The keeping of efficiency records for the employees is mandatory upon all city departments in the city of New York under the provisions of the municipal civic service rules. During the autumn of 1909 the civil service rules and the classification of positions in the city service were amended, and it is now required that records of all employees in the competitive class be kept in each department. Formerly it was necessary to keep records of persons in graded positions only. These graded positions under the old classification included only clerical employees and the uniformed men of the police and fire departments. The classified service at present consists of twelve parts and includes all employees of the city service excepting laborers, elected officers, school teachers, a few confidential employees in the exempt class and a few employees whose employment is either irregular or of a menial character and who are on this account placed in the noncompetitive class.

The keeping of efficiency records is provided for by paragraphs 20 and 21 of rule XV of the Municipal Service Commission, which are as follows:

"20. To provide a basis of rating for previous service there shall be kept in each department or office continuous and permanent records of the efficiency, character and conduct of all persons employed in positions in the competitive class. Such records shall be known as efficiency records, and the entries made therein shall have reference to (a) quality of work performed by each officer or employee, (b) the quantity of work performed by him, (c) his general conduct, (d) his punctuality and attendance (e) his executive ability and capacity for initiative where his work is of a character that will permit definite estimation.

"21. The entries upon an efficiency record shall be made under the direction of a Board of Promotions to be established in each department, which shall consist of not less than three superior officers or employees of such department, who shall be designated for such purpose by the appointing officer therein, subject to

confirmation by the commission. Such entries shall be based upon reports submitted by the administrative officer most closely in touch with the work of the officer or employee to be rated and shall be made at stated periods and at least quarterly. Where the entries are made quarterly, they shall be made on or about the first day of January, April, July and October of each year, and shall be a record for the quarter immediately preceding. The following terms shall be employed to indicate the degree of efficiency: (a) Far above the average, (b) above the average, (c) average, (d) below the average, (e) far below the average. A transcript or summary of such record shall be furnished to the commission annually in a form to be prescribed by the commission, which shall contain the certification of the appointing officer that the entries on such record were made in accordance with the provisions of this rule and, whenever the commission so requires, like certification of the full record of each candidate shall be furnished by the appointing officer in advance of a particular examination. For periods of service prior to the establishment, or in the absence of any such record, such rating shall be based on such certificates, covering the several elements of service herein specified, in such forms as the commission may require."

Whenever, in the judgment of the Chief Examiner, more exact information is required for the purposes of such rating than that given in any summary, the original record may be consulted in such case. Such records shall be open to the Chief Examiner or to any examiner designated by him and, at reasonable times, to officer or employee whose conduct is noted therein.

## The Promotion Board

The entries upon the efficiency record are made under the direction of the Board of Promotions established in each department, which consists of not less than three superior officers or employees of such department who shall be designated for such purpose by the appointing officer therein, subject to confirmation by the Commission. The reason for this provision of the rule is to insure uniformity of records through-

out the department. Formerly the administrative officer most closely in touch with the work of the employees gave the departmental rating on "record," for the reason that he was most familiar with their ability in the performance of their duties. This plan was discovered to be impracticable and in many cases unfair, for the reason that the officers most closely in touch with the employees did not all have the same point of view. For example, one officer in the bureau or other subdivision of a city department would consider an employee's work to be excellent or above the average, while another in an adjacent bureau would consider the same degree of efficiency to mean the term good or average. In all examinations for promotion "record" counts fifty per cent. In an examination which was open to both bureaus it is clear that the men under the last named official would be placed at an unfair disadvantage. For this reason the rule ordains that a Board of Promotions be established in all departments for the purpose of passing upon the comparative efficiency of employees in all bureaus, or other subdivisions, so that the terms indicating degrees of proficiency will have the same meaning throughout a department.

The Board of Promotions in most of the municipal departments consists of the most important administrative officers of the department. When a department is divided into three or four great bureaus the chief of each bureau is a member of the Board. If the department has a large number of technical employees, such as engineering, medical or legal employees, the chief professional technical officer is usually a member of the Board. In some departments the secretary to the head of department is a member of the Board, so that the head of department may himself be kept in close touch with the work of the Board. In every case an attempt is made so to constitute the membership of the Board that at least one member of the Board will have personal knowledge of the efficiency of most of the employees whose records are rated.

#### Reports to Promotion Board

Owing to the different conditions existing in the several departments there is no established form to be used for the re-

ports to the Board of Promotions. The form can be best determined by an appointing officer for the reason that he is the best judge of conditions in his own department. The reports, however, should be in writing, and should contain sufficient information upon which the Board of Promotions can base an intelligent estimate of the comparative efficiency of the several employees.

Most of the city departments have adopted a uniform form of report blank which was suggested by the Municipal Service Commission. This form seems to furnish all the information necessary to enable the Board of Promotions to form an intelligent estimate of the comparative efficiency and punctuality of all employees. It consists of two sheets, similar in form to foolscap, making four pages each 8.5 inches wide by 11 inches long. The first page contains instructions to the reporting officer as to the proper manner of filling out these reports. The second page contains the self-explanatory heading: "The following employees have performed their duties intelligently and satisfactorily. They have been regular in their attendance, and no charge of any kind has been preferred against them." The third page contains the following heading: "The conduct of the following employees has been distinguished for marked intelligence and zeal in the performance of their duties as particularly described below." The fourth page contains the following heading: "The conduct of the following employees has not been satisfactory as particularly described below."

#### Preparation of Reports

When employees have performed their duties faithfully and intelligently, and it would not be fair to discriminate among them, their names should be entered on the second page. If in the opinion of a reporting officer an employee has been noticeable for marked efficiency his name should be entered on the third page, and similarly if his work has been unsatisfactory his name should be entered on the fourth page. Full particulars must be given regarding the conduct of each employee, thus showing that the opinion of the reporting officer is justified. Indefinite statements must be avoided. If indefinite state-

ments are made the recommendations of the reporting officer will have no weight with the Board of Promotions. No attempt must be made by the reporting officer in any case to give a rating in terms of "A," "B," "C," etc. These items are determined solely by the Board of Promotions.

It should also be remembered that out of twenty-five employees possibly four or five would deserve to receive special mention on page three. If many employees are considered by their immediate superior officer to be distinguished for exceptional efficiency the Board of Promotions will assume either that the judgment of the superior is at fault or that the standard of efficiency in the institution or office is low and make their rulings in accordance. If there is not sufficient space on any page for all the particulars necessary, another page with the appropriate heading may be inserted. The quarterly reports to the Board are the sole means by which the Board of Promotions of a department can determine the relative efficiency of employees, and are subject to review by the Municipal Civil Service Commission. For these reasons care must be taken that they are clear, concise and in absolute accordance with the facts.

#### Rating of Efficiency

The employees whose names appear on the second page of the report described above should be given a rating of C (average) on all items for the reason that their work has been satisfactory, and it would not be fair to discriminate amongst them. It should be understood that the term "C" indicates the average satisfactory work expected from an employee. It does not mean "fair" or "good" as distinguished from "very good" or excellent." The latter terms are not considered in rating efficiency records. Furthermore, the term "C" indicates the average work expected from an employee in the department; it has no reference to any ideal average satisfactory work of city employees generally or of subordinates in every station of life.

Where employees' names appear on the third page of the report they are considered by their superiors to have performed better work than the average. The reason for such belief must be stated specifically. The Board of Promotions would

not accept indefinite statements. For example, the statement that John Smith is far above the average in his general conduct would not in itself give sufficient information for an intelligent estimate of the candidate's efficiency. However, if it were stated that John Smith was at all times absolutely accurate in his accounts, and that he did more work than the average clerk in the office, it would be fair to assume that he deserved the term "B" (above the average) on the items "quantity of work" and "quality of work." If it were further stated that he did the work performed better than any other clerk in the office, it is reasonable to assume that he deserves the term "A" (far above the average) on these two items. If it were stated that he was noticeably courteous and obliging, he might be given the term "A" or "B," as circumstances would warrant on the item "general conduct." If it were stated that he was very quick of apprehension in grasping or introducing new methods or in taking charge of certain work, due credit would be given to him on the item "executive ability and capacity for initiative." On the last mentioned item it is, however, not necessary to give a rating unless his work is of a character that will permit of definite estimation. For example, under ordinary circumstances it would be meaningless if an office boy or a typewriting copyist were given a rating on this item. Yet if the office boy is particularly quick in grasping and introducing new and improved methods of performing the work which is assigned to him, or if the young woman who holds the civil service title of "typewriting copyist" acts as private secretary to the bureau chief, and shows marked executive ability in directing the routine work of the office, ratings on this item may properly be given to each of these employees.

The same methods of rating would be followed on the fourth page as in the case of employees whose names appear upon page three. The report to the Board must give the particulars of the conduct of an unsatisfactory employee, and the Board of Promotions makes its ruling in accordance therewith.

#### Average General Efficiency

When the Board of Promotions has decided upon a term to be used for each of

the several items comprising an employee's efficiency record, it will decide upon a rating for "average general efficiency" for the same period based upon the ratings already given for the several items. The rating for average general efficiency is left to the judgment of the Board of Promotions since it is impracticable to establish a mathematical basis owing to the varying conditions existing in positions in the several departments. For example, in certain positions with duties defined by law and to be completed at stated periods, the items "executive ability" and "quantity of work" would not be of the same relative importance in determining for rating "average general efficiency" as that of "quality of work." In another position where a superior officer is in charge of employees the item "executive ability" would be the principal consideration. It would be possible, therefore, for a person to receive a rating of C (average) on three items on his record and B (above the average) on one item, and to merit a rating of B on "average general efficiency" if the item on his record for which he was given a rating of B was considered the chief requisite for the kind of work in which he was engaged. The Board of Promotions should be the best judge of conditions existing in its own department and is expected to make its rulings in accordance. The reports on which the ratings of the Board of Promotions are based should be placed on file, as they are subject to review by the Municipal Civil Service Commission.

#### Punctuality

The terms used in indicating punctuality are C (average) D (below the average) and E (far below the average). The highest rating is C for the reason that it is assumed that the average employee is punctual and regular in his attendance. If this is not the case it is clearly the fault of his superiors. If a rating of A (far above the average) or B (above the average) were accepted on punctuality it would certainly indicate that the discipline of the office or institution was entirely relaxed, since an employee can do no more as to punctuality than to arrive at the time for beginning business and to remain until the closing hour, and therefore that the average employee did neither. In the consideration of a candidate's record and seniority by the Municipal Civil Service Commission, the term "C" will receive the highest rating given. Therefore where a candidate has arrived at the appointed time, and has remained until the close of business, and has not been absent without permission he should be given the term "C," indicating average. Where a candidate has been late several times during the quarter, or has been absent without permission or without being excused, he should be given the term "D," indicating below the average. Where an employee has been late for business repeatedly, or has been absent several times without permission or excuse, he should be given a rating of E, indicating far below the average.



# Town Promotion and City Planning

By Elmer S. Batterson

Associate Editor of the Dry Goods Reporter

The Second Conference on City Planning was, taken as a whole, a valuable symposium on the forecasting of the future city. A score of distinct phases of the subject received expert treatment, and valuable suggestions were offered in the irregular discussions. To a visitor at the conference the number of viewpoints on city planning which were presented during the sessions must have been very interesting. The civil engineer, the landscape gardener, the settlement worker, the traffic expert, the building architect and representatives of many other lines took part in the discussion. Each called attention to different phases of city planning which should be encouraged if the future city is to be a well rounded one.

The sociologists and housing experts showed the effect of moving a factory from a crowded city district to more healthful surroundings in the country. While all the deductions made were doubtless true, yet curiously enough in all the discussion of the subject only the effect upon the city as a whole and upon the people employed in the particular industry seemed to be given any consideration. It appeared to be taken for granted that whatever was good upon esthetic and sanitary grounds would in some way have to fit in with the plans of the manufacturer who employed the workers and who selected the site for his factory location.

We might all agree that any city would be more healthful, more convenient for residence and more beautiful if there were no smokestacks, switching tracks or machinery within its boundary lines; but we must not forget that before we can plan very far on the city beautiful we must usually first consider some of the problems of the city industrial.

Town promotion and city planning are not contradictory nor are they synonymous terms. We promote the commercial interests of the town today, and confidently expect that town will develop into a prosperous city in the future. We plan the growth of the town today, and as confi-

dently expect it to evolve into the beautiful and convenient city in the future. Town promotion deals with present prosperity, and city planning deals with future comfort. Both ideas are essential, and they should be inseparable. The town promoter in planning the industrial life of a community should be guided and sometimes held in check by intelligent thought concerning the consequences upon future city development. In turn as well should the city planner, while considering how best to conserve the comfort and beauty of a place, have due regard to the industrial forces which make possible a realization of his desires. It is unfortunate that in a gathering of recognized city planning experts there seems to be no place for the municipal investigator with a town promotion viewpoint or the manufacturer whose problem the theorists would help to solve. While a clash between commercial interests and those devoted to public comfort and civic beauty is at times inevitable, yet all students of municipal problems should realize that the best town promotion is in perfect harmony with sane city planning.

Commercial clubs are striving by methods sometimes more clever than economic to attract new industries to their towns. Often a cash bonus or other inducement is offered, and even sometimes a town relinquishes part of its taxing privilege in order to put a new factory stack within the city limits. While these strenuous efforts are being made the thoughtful ones of the commercial club membership recognize that even though natural advantages are good, and artificial baits are attractive, the prospective factory is difficult to secure if the town is not regarded as a desirable place in which to live. Often before the manufacturer looks for a factory site he inquires concerning the advantages of the town in matters of education, health, recreation and general comfort. Thus the civic beauty, the convenient streets, the public open spaces, the sanitary buildings and all subjects connected closely with or part of city planning form a valuable medium through which

may be secured increased commercial prestige.

The city planner, in recommending a zone system in which factories and residences will not encroach on each other's rights, may have in mind principally the welfare of the householder; but nevertheless, if the plans are logical, there will be equal benefit to the factory owners. A system which prevents the dangerous intermingling of industrial and residence features makes possible for the manufacturer increased trackage for shipping, larger freedom in the generation of power for his plant, and in many ways facilitates the operation of his factory on a more economical basis.

Many of the principal phases of recognized city planning, are as much a part of logical town promotion. A street planned in its arrangement and its width so as to combine the maximum of usefulness with the minimum of waste obviously promotes city growth. The inconvenient or highly congested street prevents the development of the territory to which it leads. So in nearly all phases of city planning and town promotion the same goals are reached from different starting points.

Most of the present active movements in city planning profess to be concerned little with conscious attempts to increase population. Nearly all the plans seem to relate to the forecasting or the consequences of city growth rather than to methods of attaining the growth. To a student of town promotion problems it seems logical

that the city planner should be as much interested in the methods of growth as in the dangers coming after the growth has been secured. In every city where commercial associations are striving to make census figures higher those engaged in city planning should interest themselves in the activity of the association so as to lend aid in directing the growth which probably is bound to come whether consciously sought or the result of natural development.

It is a queer state of affairs where in any growing city the interests of the commercial association and the civic improvement club appear to lead in opposite directions. A study of the situation would probably reveal the fact that neither body is working along lines which tend toward the city's greatest benefit. Possibly the members of each, without realizing the fault, are encouraging movements which if fully carried out would advance private rather than public interests.

Coöperation in all civic endeavor appears to be logical and possible even in the largest cities. The experiments which are now being tried should be watched with much interest both by city planners and town promoters. The Boston 1915 plan and similar movements which contemplate the well balanced development of the city proper, and of the community of which the city is the logical commercial center, should furnish an example of coöperative effort which will be extremely helpful in bringing about the proper union of all activity in city planning and town promotion.



# The Conning-Tower

Arthur H. Grant, Editor

## The Cup of Death

The cup that rests on the edge of the beautiful fountain on page 101 has probably done more harm than the fountain has done good. A child with incipient or persistent diphtheria drinks from it; the child who follows contracts the disease and dies. Common drinking cups should be forbidden by law now that there are devices such as that described elsewhere in this issue which render them needless.



## A Correction

Owing to the illness of the editor the conning-tower was deserted last month. That was the reason why the article on "The Relation of City Planning to the Municipal Budget" was credited to George A. Ford instead of (as it should have been) to George B. Ford, the New York architect.



## As the Twig Is Bent

We were especially sorry not to be at our post last month because of the appearance of the article on Altus. This is the first time that the position of honor has been given to a city of less than 25,000 population. Altus was given that honor because it was hoped that the story of its deliberate plans for present improvement and future growth might prove a helpful stimulus to other cities of 5,000 to 15,000 inhabitants, especially in those sections where such cities have the right to expect to quadruple their present population during the next generation. These small cities have their destinies to a great extent in their own hands, and the rapidity and permanence of their growth will depend in no small degree upon how seriously they take themselves in this period of adolescence. In every class that enters college there are a few who know exactly what they want to accomplish in the years after graduation, and this definite knowledge and the determination to let nothing interfere with the attainment of



the desired results makes them utilize all of the opportunities offered in a way that their fellows do not, at least to so great an extent. It is not accident or luck that makes these men shoot ahead in after years, if they have ability equal to their determination. Nor is it accident or luck that makes one city shoot ahead of its rivals so much as it is the spirit of its citizens and its early recognition of its own possibilities—and limitations, for the last is as important as the first. It must not only make an intelligent street, park and public buildings plan that shall make it convenient and beautiful as it grows older and larger, but it must conserve its resources of taxes and bonding power to accomplish the things that a city must do for itself as they are needed, so that its growth may be retarded neither by over-taxation nor by the inability to provide essentials to keep pace with its increasing population.



## Wise and Foolish Virgins

Time was when all a city had to consider was its industrial development—the winning of railroads, factories, etc. This is no longer true, as many cities are finding to their surprise and chagrin. The men of energy, of ability, of means—the men who make cities—have so many choices between cities with otherwise equal opportunities that they are giving the cold shoulder to those cities that are for one reason or another unattractive or undesirable, and are casting in their lot with the cities that are good to live in—that recognize the rights of children to have a place to play and suitable buildings in which to be educated, the rights of women to have streets clean and safe, the rights of workers to be able to live decently near their places of employment or to have cheap and comfortable transportation thereto, and the rights of all to healthful conditions and attractive surroundings. In the next decade far more than in the last the cities that can provide these things are destined rapid-

ly to outstrip their rivals who cannot. It will soon become evident that a city that spends money to advertise itself without having a great deal more than raw opportunity to offer is not only wasting its money but injuring its future prospects. And there is more than one American city that is making just that sort of a fool of itself at the present moment.



#### A Safe Pair to Bet On

There are two men in every city who can exert upon its destiny an influence that is almost incalculable. Only in the rarest instances, if ever, have either of these men exercised his power to its full limit. When one of them merely gives the lever a tweak things begin to happen. And when, even to a slight extent, they pull together the city moves forward with irresistible force. These two men are the Mayor and the President of the Chamber of Commerce or Board of Trade. (There would be three if we could include the paid secretary of the commercial organization, but many of the smaller cities have not yet the good fortune to have such an official.)

Most mayors do not even exercise to the full the political powers that are given them by the city charter, and do not begin to realize the moral power that comes to them without charter provision, and that far exceeds their political power. It originates in the fact that the Mayor is the living representative of the city as an entity. He stands, personal, for the impersonal organism in which we take pride and for which we are in time of need willing to make sacrifice even unto life itself. He is the Mayor of the whole city—of the men who voted against him as well as of those who voted for him, and of the women and children who didn't vote at all. How many mayors are there who have realized that they were the mayors of the school-boys? What do you think would happen if the Mayor (the *Mayor* mind you) were to step into the upper grade room of the grammar school and suggest that the boys begin their career as citizens by forming a "spick and span brigade" to keep the streets and parks free from rubbish? "And, boys, when you get it started will you not make me an honorary member?" Wouldn't things happen?

How many mayors are mayors of the women? If the Mayor (the *Mayor* mind you) should invite to meet him at the City Hall the presidents of the various women's organizations, and there ask them if they would help him to make the city a better place for women and children, suggesting a "rest room" or the start of a playground for the smaller children, or school gardens, or a garden contest,—promising his earnest co-operation and such financial or other aid in the way of buildings or grounds as he could induce the Council to give. Would you know that city in six months? And we haven't yet considered the Mayor's influence on the men!

The president of the commercial organization is or should be the representative of one of the strongest business houses of the city. He, too, is captain of a band that only wants the right leadership to strike hard for the city's civic interests as they have struck for her commercial interests. If the President invites a dozen representative, energetic and purposeful men to dine with him at the best restaurant in town, and when the cigars are lighted paints a picture of the city as it is and as it might be, and says that for one he's waited as long as he intends to for the changes that, shoulder to shoulder, they could bring about in two or three years—well, twelve apostles of civic decency and beauty would start out the next morning, the next meeting of the organization would be the biggest in years, the City Council would realize that it was no longer a case of playing politics, one ward against another; and it wouldn't be long before it would get abroad from Cape Cod to the Golden Gate that the city of X—was making itself generally fit for human habitation.

Now if your Mayor who knows he's Mayor either stimulates the commercial organization (if it needs to be aroused) or throws his whole weight on the rope when the President says "pull" you've got a combination that would almost make a city without a railroad or a wharf. Apply that power to the opportunities of any favorably situated American city and you could stop Niagara sooner than its growth.

Has your city these two men, and do they know their power? If not, why not send them THE AMERICAN CITY for a year?

# The New Civic Spirit

By John Ihlder

Secretary Municipal Affairs Committee, Grand Rapids Board of Trade.\*

Yesterday afternoon a travelling salesman came into my office to learn what our people are doing in the way of civic improvement. His home is in a prosperous city of a neighboring state. This city has a Chamber of Commerce, the secretary of which is a "hustling promoter" who devotes his energies to trying to secure new industries. But that is not the kind of activity in which the traveling salesman was interested. He wished to know what we are doing to make Grand Rapids a better place for the industries already located here and for the people who already live here. He had found in the course of his journeys that there is a growing dissatisfaction with the methods used and the results obtained by the "hustling promoter," accompanied by a growing desire on the part of the progressive business men with whom he comes in contact to make their home towns more convenient, more

healthful and more attractive. For these qualities have a double advantage; they not only attract the strongest instead of the weakest industries and home builders instead of drifters, but they make business more profitable and life more worth the living for those already there. "A great future is opening for the men who can take the lead in this work," said the travelling salesman, "and I want to be in on it."

Three or four years ago, when this new

\* Soon after this article was written Mr. Ihlder left Grand Rapids to become field secretary of the National Housing Association.

idea became clearly impressed on the minds of a group of our citizens, we felt that we were pioneers. We knew something of the great work done by the Cleveland Chamber of Commerce, so aptly styled a "Chamber of Citizenship," we knew that here and there a city had undertaken some great work of physical improvement, spurred on by dire necessity or desire for adornment, incited by civic vanity. But we believed that the rule in American cities was for the business and professional man, the typical "good citizen," to attend strictly to his private affairs, leaving to a comparatively few "eccentric reformers" the not altogether displeasing tasks of exposing political corruption or relieving misery.

Our idea was to perfect an organization which would enlist the active interest of the "good citizen" in everything which concerns the welfare of the community, give him an

opportunity to express himself in constructive work instead of in mere grumbles or destructive complaint and criticism. Some men are interested most in questions of government; for them was formed a committee which has taken an important part in securing the home rule law for Michigan cities and in the campaign leading up to the election of a commission which will draft a new charter for the city which has now become free. Some men are interested in questions of health; for them was organized a committee which has



THIS STREET LAMP, ERECTED BY THE SAN FRANCISCO DOWN TOWN ASSOCIATION, COST \$120

taken the initiative in holding two milk contests, which aided in a successful pure water campaign, and which is now conducting an investigation into the cost to the community of a recent scarlet fever epidemic. Other men are most interested in social problems; for them was organized a committee which concerns itself with housing, a provident loan association, the improvement of cheap lodging houses. This committee, in coöperation with that on a more beautiful city is conducting a campaign for an extension of our parks and playgrounds.

There are in all eight of these committees through which are being developed "good citizens" of the new style. And their

affairs are sure to suffer grievously. Haphazard cities, ill-paved and dirty streets, badly conducted public services, special favors to the few at the expense of the many, all hamper business and make life more difficult and squalid.

But we who thought we were pioneers in all this have learned better. Or rather, we have learned that all over the country there were other pioneers. Our civic revivals, with their pictures, their maps and their accounts of what other cities are doing, the winter speakers from other parts of the country, have shown us that the new civic spirit is no monopoly of ours. So we have sent out explorers. Delegations of our citizens have inspected the



SACK RACE AT FUN-FIELD, GRAND RAPIDS, MICH.

This centrally located playground was equipped by thirty citizens interested in the campaign for a larger park and playground system

influence is far greater than their membership. District organizations in all parts of town have caught the new civic spirit, the whole municipal atmosphere has changed. The annual civic revivals, the out-of-town speakers who are brought here at intervals during the winter, have all helped to make the people see that what is everybody's business is everybody's business, and that it will be badly done unless everybody gets into it. The kings of Europe have learned through painful and bloody experience that if they devote themselves to their private affairs, leaving public matters to ministers and paid officials, their private affairs will soon be of small consequence. So the modern king works hard on public matters. In our American democracy we have just learned through experience that if the people devote themselves entirely to their private affairs, leaving public matters to paid officials, our private

parks and driveways of Madison, Wis., the public baths of Milwaukee, the comfort stations of Cincinnati. One of our committeemen has just returned from a month in Boston, where he has been studying comfort stations and playgrounds, two matters of immediate interest to us. Another is in Europe. Before he started the committee gave him an appropriation to spend on photographs, lantern slides, maps, which would show us graphically what is being done to make European cities better than ours.

In furtherance of this desire to learn through the experience of others, the committee recently sent the writer on a trip from the Atlantic to the Pacific, during which he visited thirty cities that he might learn what is being done by those citizens who desire to build not merely a big city, but a worthy city, one in which they cannot only take a statistical pride, but one

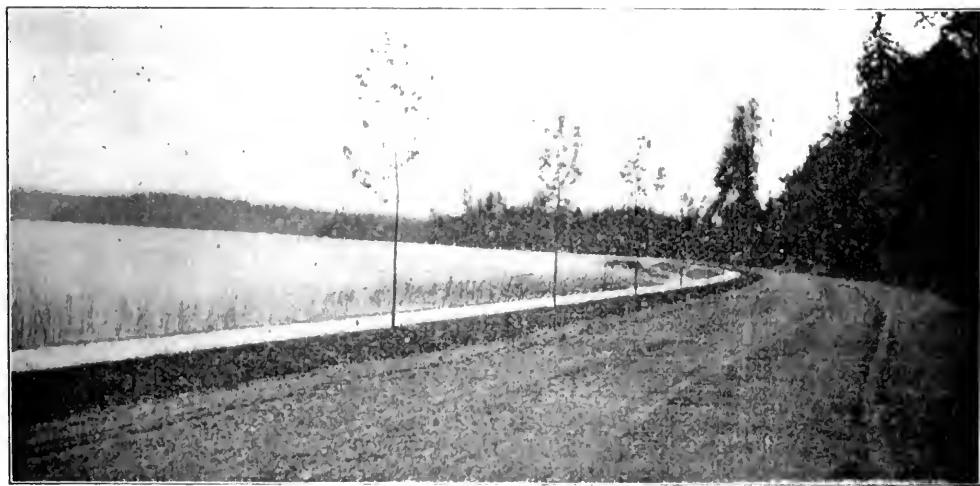


BEGINNING OF THE BOULEVARD AND PARK SYSTEM OF KANSAS CITY, MO.  
The value of this type of property is increased three or four times by these improvements

in which they can live prosperous, wholesome, satisfactory lives and bring up families in the hope that these may live similar lives after them.

It would, of course, be impossible in an article like this to describe city by city, so I must generalize, taking care not to be too sweeping. First, then, there appears to be a distinct line of cleavage between the cities which lie east of St. Louis and those which lie west of Kansas City. In the east the city builders are engrossed primarily in the social problem. They create parks in the same spirit in which they seek to better housing conditions. Manufacturing has packed their population so densely that the first need is to provide space in which new generations may grow to full health and strength. In the west

the city builders are engrossed primarily with the advertising problem. With them congestion of population is still a specter of the future; their great wants are more people and more money. And in order to attract these they are making themselves attractive. Denver, Los Angeles, Seattle employ high priced landscape architects to show them how they can make the most of their natural advantages, and then spend millions to carry out the plans of their advisers. Even San Francisco, recently a heap of ruins, having voted to bond itself for millions to repair damages, a year later gave a large majority in favor of new parks and a magnificent civic center which would cost millions more. And when it was found that this majority was not quite the required two-thirds, the promoters of civic beauty



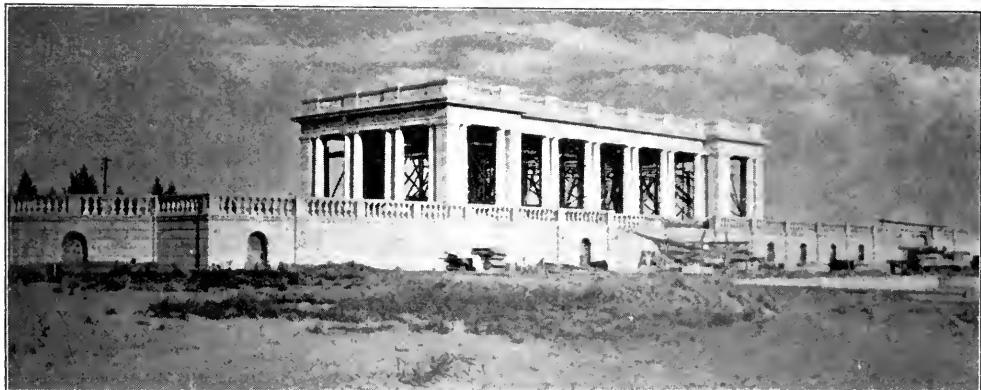
THE SEA WALL DRIVE ON LAKE WASHINGTON, SEATTLE  
Part of the park system designed by Olmsted Brothers

turned hopefully to a second campaign. Another difference between east and west is the caution of the first, the adventuresomeness of the second. St. Louis, on the eastern side of the border line, held back by what it euphemistically styles its conservatism, looks uneasily at Kansas City which does what St. Louis only dreams of doing, and reaps the profit.

But here at once it is necessary to qualify. San Francisco realizes that it has a social problem. Its Commonwealth Club has pondered weightily on the tenements, its well-to-do citizens support settlements. Cleveland is as fully convinced of the advertising value of spectacular public improvements as is Denver or Seattle. Its

house and render it more convenient by creating parks and a civic center and widening its business streets. Yet Portland, during the past year, has felt the stirring of the new spirit, and some of its citizens have secured Mr. Bennett to give them the benefit of his experience in Chicago and San Francisco in preparing a city plan.

But in a broad sense the distinction holds, the eastern cities are the more cautious, the more difficult to move, and the argument that finally convinces them is the social one of duty to their people; the western cities are the more adventuresome, ready to take up public improvements as they take up business propositions, scarcely



MARBLE PAVILION IN CHEESEMAN PARK, DENVER

Represents a gift of \$100,000 from the Cheeseman estate

Chamber of Commerce supports with enthusiasm such great public undertakings as the group plan of public buildings and the Lake Shore Boulevard. And then contrariwise, there is Portland, Ore., which is probably more conservative than the most conservative of eastern cities. One man whom I met there compared it to Baltimore, but it must have been the Baltimore of before the fire, for since that apparent catastrophe the Maryland metropolis has been awakened to dreams of a better city. The narrow, wire-shadowed streets of the "richest town on the coast," its bewildering array of commonplace little 200 foot blocks just large enough for one good sized building on each corner, its repudiation of a park system, its sufferance of the shabby old exposition buildings which it has permitted to disfigure it because they bring in a miserable rental, cannot be matched in the new Baltimore which is not only cleaning house, but planning to beautify that

understanding that there is a risk, or gaily disregarding it. And the argument that convinces them is the business one: it will bring profits.

Yet underlying these differences between eastern and western cities there is a new principle which runs through them all, and this principle is fundamental. Even in Denver where civic spirit is more difficult to trace than in any other city I visited, this new principle is recognized. Though vice is more open there than it is even in San Francisco, though control of the government by corporations was until last spring admitted with a shrug of indifference, one of the newspapers commenting on the growth of Los Angeles and its ambitious plans for the future, declared "Individualism began the work, coöperation is completing it."

This they have put into effect in Los Angeles, in Seattle, in Cleveland, in Rochester. In every city that attracts our at-

tention because of the significant things it is doing will be found strong organizations of citizens working together for the city. In cities which are doing little of importance it will be found that organizations are weak or that they are working for selfish interests. And the city suffers, as has Pittsburgh in the past. Already the principle is understood, for when one enquires today in Seattle or in Boston for those to whom the city is most indebted, he is told, not of a few wealthy merchants or manufacturers who have built up big businesses, but of a Chamber of Commerce or similar volunteer organization. And when he enquires what these have done he is told, not of industries secured, but of civic and social betterments for which they have stood sponsor.

Apparently we have passed the time when a city was simply a conglomerate of individuals and when civic organizations thought only of adding more individuals to the mass or of lifting individuals out of it. The city is becoming a unit in the minds of its people. Mere growth in size or in wealth no longer satisfies those who are engaged in its service. The citizens are learning to be efficient citizens, they are beginning to foresee what the thing they are working on should be like when completed, perfectly adapted to its purpose as a workshop and a home, and like all things

perfectly adapted to their purpose, beautiful.

For generations, ever since America has had cities that were cities instead of overgrown villages, we have heard that the one failure of democracy is the city. A few years ago a brave man dared to publish a book entitled, "The City the Hope of Democracy." Perhaps the shock of the vast surprise that filled us at hearing such words joined together had something to do with the new spirit with which is stirring our citizens. Sure it is, however, that were Mr. Howe's volume first issued today we would accept its name not with surprise but with complacency. For we have learned enough to know that the city is not an evil to shun but an opportunity to embrace. That it demands of us effort and loyalty are points in its favor. That the tasks it imposes are too great for the individual is the great good that it offers. For when we have learned to work together for a common interest, when we have learned that the slum and its people are as truly a part of our city as the best residence district and its respectable inhabitants, that the shop and the home are but parts of a whole in whose service we all are enlisted, we shall have a vision that will make life more worth the living. And having the vision we shall not be satisfied until we have made that vision take substance.

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## Park Developments in the Southwest

The reports of new park improvements are almost bewildering in their number and interest. Redlands, Cal., has just voted enthusiastically to spend \$80,000 for park purposes, \$10,000 of which will be used for playground equipment. San Diego is going to spend \$1,000,000 to improve its 1,400 acres of city park. These sums are to be secured by the sale of bonds, but Houston, Tex., is to have park improvements costing \$150,000, to be paid for out of the general revenues without any bond issues.

The park system of Oklahoma City has been increased by a gift from Mr. and Mrs. W. F. Harn of several tracts of land worth

\$75,000. The most valuable tract, about 700 feet long, to be known as the Alice Harn Park, is to be improved with peristyles and a sunken garden, and will provide a large playground. Later on Mr. Harn will present a suitable fountain.

Two other generous citizens of Oklahoma City, Mr. Edwin F. Sparrow and Mr. Andrew Goodholm, have given land valued at \$36,000 for two pleasure grounds almost in the heart of the city. Their accessibility, their abundant shade and natural attractiveness make these two plots of eight and three acres respectively well suited for playgrounds and garden spots.

# The Cultivation of Plants and Shrubs\*

By Mrs. Henry Ferguson

Before making my home in Concord I was a resident of Hartford, where for 25 years I had been sharing in a wonderful increase of horticultural interests, taking shape in an immense development of city parks, school gardens, vacation school garden work, forestry, horticultural school and horticultural society, etc. Incidentally this resulted in much assistance for private gardening enterprise. The Hartford School of Horticulture was particularly helpful for garden work. Theoretical and practical lessons were given there at a nominal price to anyone who applied. Ladies, clergymen and "all sorts and conditions of men" went there for weekly lessons, which they applied between times on their own grounds, whether large or small. In fact it was sometimes a window garden, sometimes a ten acre farm which received the benefit of their newly gathered knowledge.

All the skilled park employes were always ready to answer questions and give advice and assistance in garden, greenhouse or landscape work. The whole city shared in this common interest, and both private and public buildings and their surroundings showed the good effect. Owing to the large plantings and cultivation of the parks it was easy to procure any shrubs, trees or plants that were wanted.

The city in many ways gained by having the park board thoroughly outfitted with everything needed for horticultural or forestry work. If a tree looked ailing or a grass plot was in poor condition, the city simply paid the park board for attending to it, thus getting the best expert labor and the use of all tools and materials at much less cost than if the city had provided labor and material.

For instance, there was a little vacant grass plot in front of the city hall that was an eyesore to everybody. One day the mayor offered the park superintendent \$50 to put it in order. In less than a month it was everyone's delight. Grading and sodding was done, lawn fence edges, shrubs,

hardy flowers, all were in their places looking as if they had always been there. Then benches came under the trees. The truckmen were limited in their habits, and no longer blocked access to the little square. So, without any fuss or worry, Hartford discovered that it had a delightful out of doors "rest house" just in the center of the town where all the town and country trolleys centered.

Without the organized force of expert workmen and all needed material at the command of the park board this bit of work would have taken ten times the amount of time and money.

The New York, New Haven & Hartford Railroad even availed itself of this useful and convenient organization of the park board. When grade crossings were abolished a hideous causeway of raw gravel had to cross the end of the oldest park right in the center of the city. After some years in which the citizens grumbled more or less actively the railroad management gave the park superintendent \$25, and told him to beautify the thirty feet height of gravel as much as he could for that amount of money. He at once bought as many small poplars as he could make the money cover, and the whole stretch was transformed in one season. To be sure he acknowledged that he thought he might fairly include the care of the trees in the labor given to that park so that they got plenty of watching and water, but he saved as much in labor by getting rid of the dust and the sliding gravel, which had inconvenienced the park. Certainly the whole city was contented and happy over the result.

In Hartford there have been very marked and interesting awakenings in matters connected with what might be called the larger interests, or the higher life of the city beyond the separate personal interests and the daily supply of bread and butter, both collectively and individually. The public schools and care of the children in mind, soul and body; civic morality, health and beauty, all have been developing and moving forward in an entirely

\* From a paper read at the sixth meeting of the Civics Conference of the Woman's Club of Concord, N. H.

different fashion from former years, and I do truly believe that the good work began when the business man took to mowing his lawn and watering his shrubs, when the ladies ceased to fear that weeding would spoil their hands, and the children brought home lettuce and radishes of their own raising to regale their families.

One mother with a very nervous little daughter was convinced that school gardens were something else than a troublesome fad by the effect on her child of planting and bringing to maturity one single head of lettuce. She said she ate her portion of it as if it were some magic herb.

Just for beauty alone it is worth while to have a garden, and to have growing things around one. But I believe it all goes deeper yet, and that gardening develops a harmony in the gardener that shows in ways far removed from gardening.

This last month I noticed in our Hartford paper that the mayor of the city has requested the assistance of the superintendent of parks in making estimates for the city expenses of the year, and that the park clerical force were now temporarily established in the city hall putting the expert knowledge acquired in managing the parks into the requirements and necessities of the city at large.

I know that Mr. Parker felt he had not lived in vain when he succeeded in reducing the expenses of park management by one mill on a dollar in tax assessments. Whether the same attitude of mind, which enabled him to discover how to prevent a tree from growing old, helped him to these new triumphs of systematic economy, I do not know; but I cannot but feel that there is a connection.

Anyway the world would be a very dreary place without growing things, and a city that is bare of trees, grass and flowers is a place that is detested by those who must live in it, and avoided by those who are free to choose.

Hartford never got better returns for any money she has paid out as a city than what she has spent in planting and maintaining things that grow,—trees, shrubs, flowers and grass. I believe that the promoters of the parks of Hartford claim that the parks have so increased the value of all adjoining property that not

only have the increased tax assessments paid for all the cost of acquiring and maintaining Hartford's large park system, but have actually added a net increase of the city's revenues.

My new home at St. Paul's School offered such fascinating opportunities for developing the natural beauty of the country and fostering the charming and varied wild growth that it seemed necessary to devote the best of my time to landscape gardening, though of a simple and elementary nature, and necessarily on a very economical scale.

I noticed that gardens flourished here, both in the town and in the country. I watched the wild growth too, and as I progressed, I was helped by advice and encouragement from Mr. Parker, superintendent of the city parks of Hartford. I took advantage of the many object lessons offered for my observation by well established gardens, carefully graded lawns and well planted shrubberies. The city parks of Concord were especially helpful, all the more because they were rather newly established, and were still being developed.

A shrub recommended as hardy in a catalogue was to be accepted if it were found in White Park. It became of the grade of a certified check at once.

The beautiful growth of water plants, especially pond lilies at White Park, encouraged me to try experiments in the school pond. The heavy drought of 1908 was my opportunity, and the owner of an empty pond allowed me to dig up all I wanted in the autumn of that year.

The next spring the extra stock at White Park, which had to be taken up anyway, was most kindly reserved for me, and we now have from the park not only the usual white lilies but also the beautiful rose colored lilies found originally on Cape Cod. The superintendent, Mr. Richardson, also kindly came out to superintend and help me with the planting, which was done with the help of burlap, bricks, sods of earth and an old cold air box of galvanized iron.

I do not recommend going into the woods and digging up wild plants. I believe it is cheaper and safer to order from a nursery garden specimens of the plants which you observe are at home in this neighborhood, selecting a nursery near enough to have the plants reach you before the roots

get dried out, and by preference a nursery in a slightly colder region than your own. This method is safer, as far as success in your own garden is concerned, and has the added advantage of not denuding of their beauty our few remaining stretches of wild growth. Shrubs that are dug up in the woods and swamps, even if they live, are seldom of as good shape as nursery grown shrubs, and the time lost while they are rooting and bushing out is greater than the time required for small nursery stock to make a good bush.

As to perennials and annuals, I acknowledge that they need a little encouragement and ought to be started in flat boxes in a sunny window, or, if that is not possible, then the boxes should be put in a sunny sheltered corner, and have unbleached cotton tacked over them. This does as well as a cold frame, and in this way the seeds can be planted in March, the plants transplanted in April and begin to flower in June. If this is done for them, and they are treated liberally and judiciously with water, the hot sun does as much for them through the summer here in Concord as anywhere else. If you are willing to wait, the same result can be obtained by taking more time and planting seeds in July and August, letting the young plants stay uncovered until the ground freezes, then covering warmly with grass and leaves through the winter. This gives strong plants and early blooms the next summer.

To be a successful gardener on a large or on a small scale requires absolute submission to certain general rules, and I have never seen failure except from neglecting them.

All plants of every kind require sunshine, water, pure air, sufficient drainage, soil from which they can draw nourishment, and sometimes shelter from wind. *It is no use* to have a north porch and expect a rose to like to grow on it and blossom well. *It is no use* to put a flower bed under an elm or maple tree, and then wonder why it looks so spindling. Put in a trowel and turn up the surface a little and see how many tree rootlets you will find only four inches below the surface, all the more, if you have made up your bed properly and put in good soil. It takes about six weeks for an elm or maple to smell out the rich earth and get into it.

*It is of no use* to try to cover an ugly fence or outbuilding with vines or shelter it with shrubs, if there is a cold draught between the fence and the earth. This keeps up a constant vibration, shaking the stem of the plant and disturbing the little rootlets, and preventing them from getting their food. If the plants do not go to work to cover your fence, see if there is not an air space of four to six inches between the ground and the fence that makes cold draught and constant vibration. A old board or leaves and branches will easily cure it. *Do not use* boughten manure. It is always too new and liable to burn the roots, as well as expensive. Also it will be sure to fill your garden with weeds and the pernicious cut worm.

One of the most prolific gardens is Jamaica Plain near Boston is nourished entirely by chamber and kitchen slops. Its specialties are bulbs and roses, and the yield is phenomenal. The household, however, is made up of scientific people, who are extremely practical. Even the maid of all work understands the chemical value of foods; so they think nothing of inventing all sorts of appliances and using them in a way that we of average ignorance could not attempt. I do occasionally utilize the garbage pail, but I have to superintend it myself, no directions are ever followed carefully enough to change a nuisance into an assistance. Once I was planting out some larkspur and privet in August during a drought. As I knew I was taking desperate chances I sent for the garbage pail, and gently laid a mixed cull full of fish, meat soup, fat, bread and vegetables at the bottom of each hole after it was dug ready for the plants. The result was perfectly ridiculous prosperity on the part of every root which I put in. An dead animal buried at the foot of a grape vine insures a good bearing year. I do not think our gardening will fulfil all its possibilities until we follow nature's guidance and utilize all our waste, turning what is now a menace to a community into prosperity and blessing.

*It is of no use* to expect early flowers from your bulbs if you do not enhance the sun's work by some reflecting surface. A solid wall will do, if you remember that you must not put them where the eaves keeps off all moisture, nor where the eaves drip down upon them.

I have ventured to itemize these points, which are, of course, old stories for experienced gardeners, because so many people in starting out to do any planting, think that ordering from a catalogue or from a florist is all that needs to be done, and few books on gardening emphasize sufficiently, to my mind, the necessity of sustained attention and pretty constant effort.

To state the matter briefly, growing things are all alike; young children, young animals, young vegetables, all thrive if you study their needs and are willing to submit your wishes to their desires. When you have habituated yourself to doing that, you will probably say in good faith that they just take care of themselves and give

no trouble. In the joy of success my faithful chief executive, Terence Shannon, and I have forgotten the anxious care with which we have studied the points of the compass, the soil, the drainage, the record of the year's rainfall, the neighboring trees, buildings and walls, and the meek submission with which we carried out the wishes of our vegetable tyrants. We play they are ours, but it is really quite the reverse. They rule us.

Adam and Eve, when they were sinless, were given a garden to take care of. When people take to gardening they do not perfectly regain innocence, but what they do gain might well justify us in giving many a garden plot the title of "Paradise Regained."

# The City's Duty to Its Trees

By William Solotaroff

Secretary and Superintendent of the Shade Tree Commission of East Orange, N. J.

The president of an improvement association of a town in Pennsylvania writes: "Will you kindly tell us how a Shade Tree Commission was created in East Orange? We are very anxious to have one here, and according to the laws of Pennsylvania we have a right to one, but our citizens and town council do not seem to see the necessity for such a commission. Our shade trees are in a deplorable condition. All that is being done is when one becomes much decayed or is supposed to be in the way, it is cut down."

The above is typical of the many letters constantly being received from towns and cities in various parts of the country. They are evidences not only of the revival of interest in shade trees, but also of the desire to provide adequate means for their planting and preservation.

Conditions change among a community of trees as well as among a community of human beings. I am frequently told that twenty-five or thirty years ago not very much attention was given to trees after planting, and they seemed to do well; and now trees on city streets look drooping and sickly, and are attacked by numerous insect pests.

It may be true that trees in towns and cities did better formerly with less care than they do today, but a little thought will show that conditions for tree growth in cities now are not what they were many years ago. In the building of most of our towns and cities there was no provision made for planting trees. If any existed along the line of a proposed new street, they were cut down, or if they were left remaining the roots were severely cut in the process of paving, curbing and the laying of the sidewalk. Every added street improvement further encroached upon the food supply of the tree. Leaking gas mains poisoned the roots and overhead wires mutilated the branches. The city trees thus became weakened. Nothing was done to improve their condition in the way of care and culture, and the imported insect pests and diseases completed the work which the unfavorable surroundings began.

Thus New Haven has long had the reputation of the "Elm City." Up to a decade or more ago it had the trees as well. The noble specimens of that city were planted

when the streets were not paved and the roots had plenty of room to grow. In the natural growth of the city no heed was given to the trees, then the elm leaf beetle did its disastrous work, and now there is little left of the former grandeur of the trees.

Thus the city's duty to its trees today is greater than it was formerly. Modern cities present the most adverse conditions for tree growth. Nevertheless the possibilities of cultivating a large variety of trees in streets and public places are very many; but the price of success can be

obtained have been very unsatisfactory. There are no two people governed by the same taste in the choice of trees for street planting, and as a result there is a lack of system and uniformity. There are long stretches not planted at all. On the planted portions are usually found a half dozen or more species of trees, undesirable mixed with desirable, of all shapes and sizes, set either too close or too far apart. In some cases the trees are not trimmed at all, and the limbs are so low that they touch the heads of pedestrians; in others they are pruned too high. The trees are usually unprotected by guards, and are left to be bitten by horses. No effort is made to save them from injury by destructive pests.

I am familiar with the shade trees of a great many of the towns and cities of New Jersey. During the last few years I have been called by many cities, notably Harrisburg, Pittsburg, Chicago and New Orleans, to help in the task of placing their street trees under municipal control. I had the opportunity of making a survey of the trees of these cities, and have universally found that the results accomplished by the individual planting and care of street trees have been extremely unsatisfactory.

When there comes a time that a certain insect pest is to be combated, and the work is then left to the individual citizen he is completely powerless to accomplish anything. He may plant an undesirable species of tree if the task is left to him, but in insect fighting he will do even less; his efforts will come to naught if his neighbor allows the pest to remain on his trees. In the extermination of insects in a city it is absolutely necessary that all the infested trees should be treated in order to obtain effective results. The insects spread very rapidly. It is very difficult, in fact, even for a city that has an organized system and apparatus for spraying to keep the trees entirely free after treatment if the neighboring cities do not check the spread of the pest.

Such cases can now be illustrated by a number of cities in northern New Jersey, where the elm trees have been very severely attacked during the last few years by the elm leaf beetle. Some cities like East Orange, Newark and Bloomfield sprayed the elm trees during the last three summers; but the fact that the other towns and cities in the same section neglected



SHOWING THE RESULT OF INJURY BY HORSE BITES WHEN TREES ARE LEFT UNPROTECTED BY GUARDS

nothing less than the greatest care in the selection and planting of the trees and in their future maintenance.

The value of shade trees in a city from the esthetic, sanitary and economic standpoints are too well known to need discussion here. The question to be considered is the method by which the best results may be secured in street decoration.

There are two ways by which the work of planting and caring for trees can be accomplished. The work must be done either by individual land owners or public officials. The prevailing policy of most of the towns and cities of this country has been to leave this task to the individuals who own the property. The results thus



STAKING YOUNG TREES, EAST ORANGE, N. J.

Fifteen-foot stakes are driven three feet deep. The guards of wire mesh are seven inches in diameter and six feet high

their trees made it impossible to exterminate the pest. By spraying the elms with arsenate of lead it is possible to save the foliage for one season, but a supply of beetles is always present in the unsprayed territory, which invades the places where the trees were treated and makes it necessary to repeat spraying operations every year.

The idea of placing street trees under municipal control is not a new one, and the results accomplished in cities by such provision have been so satisfactory that the system is now becoming more general. Not only has the appreciation of the value of trees grown during the last few years, but also the recognition of the fact that to secure the very best results the planting and care of street trees must be done in a systematic way, and not left to the caprice of individuals.

The shade tree law of New Jersey of 1893, the Pennsylvania act of 1907, modeled after it, provide the best ways of solving the problem of the planting and care of street trees. These statutes secure the establishing of commissions to take charge of the planting and care of shade trees in the highways of the municipalities of the respective states. The laws are not of general application but are of local option.

When by resolution of the city council it is decided that the law shall become

operative in a city, then from that time all matters pertaining to shade trees are placed in the hands of the respective commissions. All work is carried on in a systematic way, and the trees are planted, pruned, sprayed and removed under the direction of the commissioners. Wherein these commissions differ from similar bodies is that they have the power of initiative in the matter of planting. They decide that a certain street is to be planted, and determine the species of the tree. An advertisement of the intention to plant is inserted for two weeks in the public newspapers and all persons interested in the improvement are given an opportunity to be heard. After the work is done the commissioners meet and certify a list to the receiver of taxes, on which are given the names of the owners in front of whose property trees were set out and the cost of the work. These assessments are entered by the receiver of taxes on the annual tax bill, and are paid the same way as any other legal lien. The cost of pruning, spraying, removing dead trees and repairing old ones is provided for by a general appropriation.

These laws give the shade tree commissions the power to pass ordinances for the planting, protection, regulation and control of trees. They do away entirely with the abuse of public utilities corporations which in the past have so ruthlessly mutilated and destroyed trees along highways for the passage of overhead wires. In fact some of the most important work of a



WATERING YOUNG TREES, EAST ORANGE, N. J.

A 3-4 inch hose is used. When the water has soaked through the triangle around the base of the tree the soil is put back

shade tree commission is to protect the trees already existing in a city.

Although most people are very fond of trees they do not as a rule know what species are best suited for planting, how to plant the trees and how to care for them. A review of the work done by the East Orange Shade Tree Commission will show that no such good results could possibly have been accomplished by individual planting and care of trees.

The Commission began work in the spring of 1904. Since that time 4,303

the entire street rather than individual property. Setting out one species on a street can be done only when one man or one organization lays out the street as a unit and selects a tree that is best suited for the width of street, the condition of the soil and the nearness of the houses to the street line.

After planting the young trees require constant attention. The Shade Tree Commission has a watering cart, and during dry spells in the summer time the trees are watered. The ground around the trees



THE UNIFORM PLANTING OF HILTON STREET, EAST ORANGE, N. J.

These oriental plane trees were planted in the spring of 1906; the view was taken in the summer of 1910

new trees were planted. The species used were the Norway maple, the sugar maple, the red maple, the European linden, the American linden, the pin oak, the red oak, the chestnut oak, the tulip, the American elm, the oriental plane, the gingko and the ash. Only one species of tree was planted on a street. These were set at uniform distances apart, averaging about thirty-eight feet. All trees were staked and supplied with uniform wire guards.

To secure the best results in highway decoration a uniformity of plan must be followed, which takes into consideration

is cultivated and kept free from weeds. In the fall of the year the young trees receive a mulching of manure or an application of chemical fertilizers.

The constant care bestowed on the young trees, their cultivation and fertilization have produced remarkable results in a comparatively short time. In many cases the trees have grown to such size that value as nursery trees, irrespective of their peculiar value as growing on the street, is now about fifteen to twenty dollars each. The assessments for tree planting averaged \$3.75 per tree.

(To be continued)



# Forest Hills Gardens

From the time when the first tiny paragraph appeared in the newspapers announcing the making of a garden city near Jamaica, L. I., within thirteen minutes from the new Pennsylvania Railroad station, great interest has been manifested in this splendid undertaking of the Russell Sage Foundation.

A tract of 142 acres is to be laid out and developed on a commercial basis with full observance of artistic possibilities. So large a space affords abundant opportunity to demonstrate that traffic needs can be

der of Forest Park, which, with its 536 acres, is the largest reservation of public park land in the Borough of Queens. From Station Square two seventy-foot avenues radiate through the property with gently curving lines adapted to getting the best grades and attractive settings for dwellings. All of these streets, as well as the secondary ones sixty feet wide, are laid out in careful relation to the topography and in connection with Greater New York's tentative plan for the adjacent territory.

A very important principle observed in



amply provided for without necessitating a monotonous rectangular setting. With Mr. Frederick Law Olmsted as landscape architect, and Mr. Grosvenor Atterbury as architect full benefit will be secured from expert knowledge of the highest principles of city planning and domestic architecture.

In order that the main thoroughfares shall be direct, ample and convenient two eighty-foot streets run straight through the property, about 1,200 feet apart, the more important of these streets passing under the railroad at Station Square. There will be a boulevard 125 feet wide along the bor-

the street layout of Forest Hills Gardens is that the local streets are planned to discourage their use as thoroughfares. They are not allowed to run straight for long distances, and their narrow roadways, paved with bituminous macadam, give space for the front gardens which will characterize the settlement. These streets will be short, quiet, and cosy, each with its distinctive character.

The proximity of Forest Park makes any large park area within the garden city superfluous, but there will be a public green where the two main avenues divide, within

FOREST HILLS GARDENS  
DESIGNED FOR THE SAGE FOUNDATION HOMES CO.



GROUP III  
TEN · 17 · FOOT · SINGLE · FAMILY DWELLINGS ≈ 6 TO 8 ROOMS

view of the station and in the midst of the section farthest from Forest Park. This open space of three and one-half acres will be, says Mr. Olmsted, "the residential focus of the community, just as the neighboring Station Square will be its business focus." Farther along on this axis will be the public school with a playground and school gardens. There will be another public recreation ground of one and a half acres, but the most unique recreation feature will be the "block playgrounds," space for which is secured by making the backyards smaller but not cramped. These "block playgrounds" will occupy the interior portion of some of the blocks; they will be reached by gates from the backyards, and will be devoted to the small children.

The Station Square will offer a worthy illustration of the value of developing a business center as a whole without the usual aggressive individualism. The buildings forming the Square will be of three or four stories and will contain offices, stores, restaurants and nonhousekeeping apartments. The buildings near by will be in groups of contiguous single-family dwellings of different sizes. Farther out

towards Forest Park houses will be built in accordance with the size and location of the individual lots, varying greatly in arrangement and cost, but always homelike. The architecture will be practical and picturesque, honest and simple in design and construction. The Sage Foundation Homes Company, which is managing the undertaking, will not build the whole town, but will offer for sale vacant lots on paved, lighted, sewered and planted streets, where individual purchasers may build dwellings in harmony with the architectural standard established by the Company.

It will not be a town for the day laborer or the low-paid mechanic, for whom the Sage Foundation has other plans. Dwellings will rent for from \$25 a month up, and every encouragement will be given the homeseeker to own property. The management is satisfied with low earnings from the investment, which is in no sense a charity except as to its educational influence. It is hoped to establish a precedent for real estate operations by which much waste of energy and money may be eliminated, and which will prove the commercial value of tasteful and natural surroundings.



# Town and Village

Edited by Edward T. Hartman

Secretary Massachusetts Civic League

## Playground Funds

One of the most serious questions in the development of playgrounds is that of raising money to meet the needs till the various municipalities come to take care of the playgrounds as they do of the schools or any other actual and recognized community need. Private initiative has all along been necessary to start such movements and demonstrate their need. Money has to be donated by individuals or raised through private enterprise. The example of Flushing, N. Y., during the past summer is a good one.

The Flushing playground was conducted during the summer along broad lines. The children were not only taught what to play and how to play, but they were taught to use their hands in making things—things useful and artistic. So when the season was over it was decided to hold a playground fair, and, through gate receipts and the sale of articles made by the children, to raise some money for future needs. The results of this money will be all the more appreciated by the children because, although the management was supplied by the adults, it was the children themselves who earned the money.

Admission of five and ten cents was charged and this netted \$42, which showed an attendance of several hundreds. But the larger sum of \$65 was received through the sale of hammered brass work, the results of the industry of the children themselves. Throughout the summer they had occupied themselves at this work when regular play grew irksome or the heat induced more quiet occupation. The results were good for the children and encouraging to the promoters of the playgrounds.

There were additional advantages. Many people who had contributed to the playground knew but little about it, and there was serious chance that they would lose interest in it. When they attended the fair, and saw the children at play, and bought what the children had made it made the

whole more vital to them, and the whole community will profit as a result.

The people of Flushing are considering an all-the-year playground. There are many activities which may be conducted in the winter, and to hold the children together all the time, and keep up a steady interest is far more effective than to develop interest for a short summer period.



## Advertising a Town

The following act is to be this year considered by the Massachusetts Legislature:

"The town of Falmouth is hereby authorized to appropriate a sum of money not exceeding one thousand dollars in any one year for the purpose of promoting the interests of the town by advertising its attractions, advantages and other matters tending to advance the interests of the town."

This is a proposition which, if not carefully guarded and carefully administered, may cut like a two-edged sword into the very vitals of Falmouth, or any city or town which pursues such a policy.

Advertising, as such, is an expedient of a doubtful value when applied to municipalities. It is a thin wedge which deflects a town into the realms of the noted or the notorious, and there's a difference. The man who follows the races, wears loud trousers, a flaring paste diamond, gaudy ties and a noisy voice, attracts attention, but it is different from that just as surely attracted by the man who dresses quietly and yet artistically, and who by his conversation and deportment shows that he is a man of intelligence and poise. Towns must show both intelligence and poise if they are to attract to them what will be good for them, build them up, make their accretions, whether of wealth or population, constructive rather than destructive. Springfield, Mass., considered a flaring city label in the shape of an electric sign visible from all passing trains. It was by wise advisers classed with the paste diamonds

and abandoned. While this is being written the city of Worcester, Mass., is considering a line of huge billboards. Wise counsel will not permit it in Worcester. A disgusted man is not a generous buyer, nor is he a willing resident in the place whence his disgust arises.

The other edge of the sword is even more keen. When the energy of a town goes into a superficial baiting of mere increase of population the industrial floater is the man most easily attracted. He comes, lives in any chance place, abandoned dwellings, outbuildings or what not, and his arrival adds nothing to the taxable values of the town. On the other hand his cost to the town for schools, teachers, police, courts, jails, hospitals and poor relief is far greater than in proportion to the increase of population. He swells the ranks of the line of human rubbish which is today puzzling all towns, some more than others. The length of the line in some towns over that in other towns is generally attributable to some mistake in method of advertising, or what is equivalent to advertising. For a town generally gets what it bids for.

If a town first plans and erects comfortable and attractive homes and develops industries requiring skilled labor, it will attract self-reliant and self-respecting citizens. It is the town with a steady and substantial growth—the town, in other words, which has pursued the only method by which a town may increase and wax great.

Falmouth's thousand dollars, unaccompanied by any carefully devised scheme, may become the beginning of the descent which will some day lead the world to write the word "decadent" before her name.



#### Another Method

The Massachusetts Legislature will also consider a bill whereby certain citizens (men and women) of the town of Wayland are to undertake a move for the betterment of their town. These citizens,

"their associates and successors, are hereby made a corporation by the name of Wayland Improvement Association for the purpose of encouraging athletic exercises, obtaining and holding, as lessee or otherwise, playgrounds, land for park and pleasure purposes and other land in the town of Way-

land, within the commonwealth of Massachusetts, maintaining, managing, developing and improving playgrounds, land for park and pleasure purposes and other land in said town of which said corporation shall become possessed by purchase, gift, lease or otherwise; and for the purpose of constructing, repairing and maintaining sidewalks and crossings in the public streets of said town, ornamenting and caring for public grounds and parks in said town, under the direction and subject to the approval of the selectmen of said town, and planting and protecting trees by the roadside, under the direction of the tree warden of said town; also for the purpose of preserving natural scenery, curiosities and places of historic interest, erecting appropriate street signs and for the purpose generally of improving conditions in said town, with all the powers and privileges and subject to all the duties, restrictions and liabilities set forth in all general laws now or hereafter in force applicable to such corporations and not inconsistent with this act, but said corporation shall have no capital stock."

Comment seems hardly necessary. In the case of Falmouth the town is to spend money in a venture surrounded by many hazards. In Wayland's case a body of citizens plans to do what must make Wayland more attractive than it now is, a move which can hardly fail to attract a most desirable class of citizens. It will, at the same time add materially to the civic stature of those citizens of Wayland who participate in the enterprise.

We may, without hesitation, congratulate the people of Wayland and urge them to the greatest efforts in support of what they have undertaken. With as little hesitation may we urge caution upon the people of Falmouth. Their motives we do not question, but there is much in method, and the odds seem to be decidedly against the method they seem to desire to choose.



#### Suburban Town Problems

Some interesting problems confront the suburban towns of many of our large cities, but nowhere are the problems more serious than in the towns within the metropolitan district of Boston. Here the area of the city proper is very small as compared with the metropolitan area. Numerous cities and towns make up what is essentially one urban development. Because the problems of these towns are essentially city problems they offer interesting subjects for study. The problems of these towns are

complicated by the fact that most of them desire to maintain their political entity, while but few of them are ready to recognize their peculiar position, entirely surrounded as some of them are by continuous urban conditions. We shall therefore take our examples from towns within this area.

The problems of suburban towns, particularly of the towns within any metropolitan area, are, as has been said, essentially urban problems. They are such as housing, transportation, water, sewerage, parks, etc.

Any town has a housing problem, but it is much more imminent where rapid urban growth spreads from the city to the suburb. Lexington, for example, an old town of good traditions and high standards, finds itself confronting a serious problem because on certain of its boundaries the need for cheap homes has become pressing, and the gerrybuilder is already at work. He will skim the cream off the situation, and leave it to the town to try to extract the substance of its community development from blue milk. It is only a meager study of any of these towns which is necessary to show that carefully devised and rigidly enforced building laws will enable them to grow right, and avoid the almost impossible task of undoing what ought never to have been permitted.

The transportation problem is serious. Some owner decides to develop a site. He lays out a narrow street and builds houses on it. Some day it is learned that the main traffic way between the suburb and the city must follow this line. The problem is rendered ten times as expensive and difficult as it should have been, all through the lack of consistent planning.

Water and sewerage are always serious problems when people come to live together in numbers. Lexington is within the metropolitan water system, but just on the edge of the metropolitan sewer system. Braintree is just without the lines of both metropolitan water and sewer systems. It has a precarious water supply from ponds dependent upon general seepage in no way protected. It has no sewers.

In a general urban development all parts need equal park and recreation facilities. Here, strange to say, Lexington is just without the metropolitan district and has no parks, while Braintree is just within the district and has no parks.

This uneven development is characteristic of all suburban areas. Some areas have plenty in one line and nothing in another, although one may render the other all the more necessary. Lexington, for example, should have developed its sewer system along with its water system. The whole situation offers one of the strongest arguments for systematic planning and development throughout every metropolitan area. Until that is done the old story of mistakes made will ever be characteristic of urban growth. There is no more logic in having these mistakes in municipal matters than in industrial matters.



#### Street Trees in Stapleton

The people of Stapleton, N. Y., are becoming aroused over the situation in regard to their street trees. The condition is an interesting one. Many of the trees in question were planted about forty years ago by ex-Sheriff Brown, who is now president of the Business Men's League. It is the League which is moving in defense of the trees, and the connection is obvious.

Sewers were recently built on Canal and Water Streets. The contractors employed large number of Italians who drove huge spikes into the trees to hold their dinner pails and coats. When the work was completed and the debris cleaned away the spikes were left. Then the people used them for hitching horses and the horses did the worst damage by chewing the trees.

The Business Men's League has petitioned the Park Commissioner to remove the spikes and protect the trees. It feels, and the people join in the sentiment, that it is a community misfortune to have this splendid asset injured through such careless and easily avoided processes. It is always the careless oversight of the movement that permits such damage, which can never be undone. How many thousands of street trees are rendered ugly and led to a much shortened existence through just such things! The slight gnawing of a horse today becomes the gaping wound of a few years hence, and the bare space caused by the necessary removal of the tree soon follows. Then it is many years of care and waiting before the space is again satisfactorily occupied.

The need in every place is for rigid regulations in defense of street trees, and

equally rigid enforcement. The careful man causes no trouble, but the careless man needs to be watched all the time. Very often the only way to bring him to a right course of action is to show him that it costs him personally quite a sum of money when he injures, or allows his horse to injure, community or private property.

Every community should be ready for such men. It is only by rigid means and prompt action that conditions may be kept right, for the fine collected never compensates the community for the damage done. Any way, street trees ought never to be for sale, either through voluntary or involuntary methods.



#### Island Parks for Hastings

Through the initiative of her marshal, Hastings, Mich., is to have a most attractive park beginning. Marshal Ricket last summer purchased from the government three small islands lying in the Thornapple River. These were formerly three small jungles; but the underbrush has been cleared out, the trees have been trimmed, the water channels have been cleared and foot bridges have been built.

It is proposed to connect these islands with the shore and with each other by rustic bridges, to fill in the low places and to clear the channels entirely of weeds and rubbish. A pavilion, seats, swings and other recreation facilities will be provided, and the islands will be lighted by electricity.

The islands are naturally beautiful, and for park purposes they have added charm which always comes from a water border. The tree growth is of elm, ash, willow and maple, all attractive and satisfactory. Marshal Ricket assures the people that the islands will be developed and conducted along right lines. He does not propose that they shall become the scene of rowdyism which so commonly characterizes the early stages of such developments.

In anticipation of the needs of another year Mr. Ricket has leased a grove on the northern shore of the river and opposite to the islands. This he will plan as a place for hitching horses and parking auto-

mobiles, and from here the bridge will be built to the islands. From the grove, too, a road will be built to connect it with the streets.

Continued care in the development of this scheme promises to give Hastings an increase in community possibilities which will mean much to it in future years. Another point is that Hastings has taken for her people the natural feature best adapted for such purposes. The chief natural features of all towns should belong to the people.

Hastings should now take steps to own the grove on the shore and develop it as a part of the park system. This would be far better than to allow it to be cut up into house lots, the trees cut and the land built over to the water's edge. Only the most careful advance planning would make this scheme at all satisfactory.



#### Gardens in McKeesport

The Civic Progress Association of McKeesport, Pa., has conducted during the past summer a garden contest along somewhat novel and surely constructive lines. Improvement in appearance was the basis of the contest. A well-to-do man or a man who has long been developing his garden can show excellent results; but it is the man who takes a neglected site and converts it into an attractive garden who does most to bring about a change in the appearance of his community.

As soon as all the McKeesport entries were in a photographer was sent to photograph the sites. After the season was over he photographed the same sites. These photographs together with observations served as a basis for the decisions of the judges. It did not matter whether the garden was a part of a large estate or a small back yard cared for by some boy without means or assistance, the chances in the end were equal.

Seeds were furnished gratis by the Civic Progress Association to any who cared for them. This still further removed the handicap of the more unfortunate contestants, and put the maximum premium upon willingness and efficiency.



# Gleanings

Edited by Mary V. Fuller

## The Habit of Sanitation

In *Surveying and the Civil Engineer* for February 10 we find a wholesome address on "The Future of Sanitation," by Arthur J. Martin, President of the Institution of Sanitary Engineers. It considers sanitary work in a way which gives a proper estimate of the sanitary engineer, and shows that sanitation should be looked upon as a habit—a habit which springs from the knowledge and good sense of a community, a habit which is made or marred in the process of education."

"People are strangely ignorant as to what is meant by an 'engineer'. There is a tendency in some quarters to regard him as a sort of superior builder or mechanic. There is much in common between the position of the general and that of the engineer. Both are essentially organizers. Their task consists in bringing a number of specialists into simultaneous and effective operation. The design and construction of a sewage works, for example, demand the united efforts of the surveyor, the builder, the mechanic, the chemist, and the biologist. Their labors are coördinated by the engineer.

"You will remember how the profession of a civil engineer is defined in the charter of the Institution: 'The art of directing the great source of power in Nature for the use and convenience of man.' You are possibly not so familiar with the American definition of an engineer as 'a man who can do well for one dollar what any fool can do somehow for two.' It is really beautifully apt.

"Sanitation is only one branch of preventive medicine. The health of a community depends to a greater extent upon its standard of living than upon any other single influence to which it is subject. Do we attach enough importance to the personal element in sanitation? Are we not in danger of thinking too much of the machinery and too little of the man? When we have sewered the last of our towns and villages, when we have laid on a pure and abundant supply of water to every house in the country, when we have provided for the disposal of every particle of refuse, and rooted out the last slum, our work will not be finished. We shall only have made a beginning, and the heaviest part of our task will still remain to be done. For sanitation to be effective, requires the

active coöperation of every man, woman, and child in the community.

On the one hand we see a small but devoted band of highly-specialized sanitary workers; on the other the vast majority of the public, sublimely ignorant on all matters of health, and viewing, sometimes with good-natured contempt—as often as not with positive contempt—the efforts that are being made on their behalf. The best work of the sanitarian is constantly being rendered abortive by the carelessness and neglect of those for whom it is done. The ignorance, apathy and scarcely-veiled hostility of a large section of the public are the main hindrances to sanitary reform. And the remedy, the only effective remedy, is education.

"Sanitation must cease to represent the rule of a superior caste, and must spring spontaneously from the will of an educated, enlightened people."



## Play and Pageantry

The February *Playground* is devoted to pageantry. The leading article, by J. F. Taintor, describes "An Historical Pageant in a Small College Town."

Ripon, Wis., is a college town of about 4,000 people, and the success of its presentation of local history argues well for similar success in hundreds of other towns no better favored. The natural amphitheater in a corner of the college campus, with nature's setting, was all the "scenery" used. Cardboard signs behind the scenes indicated the place and the time of meeting for each group. The pageant owed much of its success to the constant action and the absence of changes between scenes. It occupied, as planned, exactly three hours, and depicted with remarkable continuity scenes from local history from the coming of the paleface to the welcoming of soldiers from the Spanish war. Seating was provided by a tent and a grand stand. The undertaking was launched through the City Commercial Club. A committee of representative citizens selected the scenes, and assigned the working out of various details to various local clubs. This matter of central authority is important to insure the unity and harmony of the scheme. A guar-

antee fund of \$1,000 secured the pageant against financial failure, but was not needed as the committee still has a surplus in its treasury.

A short account is given by Mrs. J. E. Spingarn of the Amenia, N. Y., field day. The whole countryside was invited to a day's pleasure and recreation without charges. Everybody caught the spirit of "no pay—all help." Churches, shopkeepers and farmers all joined forces. Even the men in the laundry started work at three in the morning so that the laundry could shut down at noon. Everybody is invited to come again on August 19, 1911.

#### The Housing Situation

In a recent number of the *Survey* Lawrence Veiller sums up briefly the present results of "The Housing Awakening," and gives hopeful items from various states and cities, closing with this word for the future:

"The old idea that the housing problem could be solved by building a "model tenement" is fast disappearing. In its place one finds emphasis laid upon housing laws which will control the situation for all time; on efficient and vigilant sanitary inspection; on garden cities and model small houses in place of huge tenements; on instructive visitation of our immigration population, and the teaching of the elements of hygiene in the public schools and in the home. The country, though awake and aroused, does not yet sufficiently realize its obligations—does not yet quite appreciate that eternal vigilance is the price of liberty, and that when it enlists in the cause of housing reform it must enlist for life."

#### Garden City Progress

The February issue of *Garden Cities and Town Planning* announces that the position of Letchworth as an industrial and commercial center is now established beyond doubt. One of the most important things in the garden city movement is to make Letchworth a paying concern, and the financial report is most encouraging.

It is proposed to establish a new garden city at the naval base of Rosyth. Years ago the government promised in the House of Commons that the Garden Cities Town Planning Association should be consulted in gauging the needs of this dockyard population in the matter of housing and recreation, and the promise is now being fulfilled

by giving the Association every facility to gain information and make suggestions.

This issue contains a short article on the garden-city movement and its leaders, with portraits and views, others on Hampstead and Letchworth and "The Value of Town Planning Exhibitions," which are helpful because they do not assume any great preliminary stock of information on the reader's part.

#### A Live Publication

The last number of the Chicago *Improvement Club News* is full of interest. E. D. Very, Sanitary Engineer and General Adviser of the New York Street Department, has an instructive article on "Cleaning New York." The organization of the Department of Street Cleaning, the daily routine of the workers, the sweeping, scrubbing and flushing machines used and the final disposition of the various classes of refuse are described with the object of informing other



FOR HAULING CHICAGO'S WASTES

municipalities. The article is readable because direct and non-statistical. We note that the per capita cost of New York's street cleaning is \$1.75, and that every inch of snow costs the city approximately \$40,000. It is well to remember that some of the strongest critics of the Department are the greatest offenders in point of carelessness.

Chicago has six new, strong, durable cars to be run on the street railroad in trains of three with one motor car for the purpose of hauling ashes, refuse and street dirt to the dumping ground. This will save the city from \$74 to \$92 per day, as shown in the same number of this publication.

A brief account of the Chicago municipal playgrounds is given by "the one man who is best posted," Theodore A. Gross, Superintendent of the Playgrounds. This does not refer to the grounds under the care of the three large park boards, the Lincoln, West and South Park Commissions, but to

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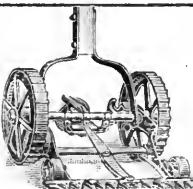
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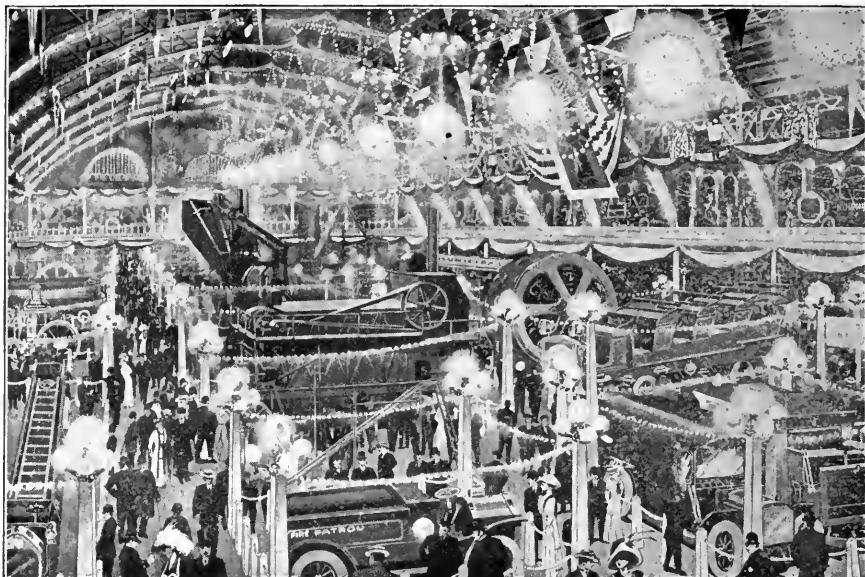
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CHICAGO, ILL., U. S. A.

SEPTEMBER 18th—30th, 1911



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CHICAGO, ILLINOIS

those under control of the Special Park Commission, which is a regular department of the city government.

These playgrounds are scattered throughout the city. Their average size is about 200x200 feet, each ground being divided into two sections, one for apparatus to be used without supervision, the other for an athletic field with gymnastic and athletic apparatus to be used under instruction, and sometimes with a running track and a base-

principal object of which is to promote the club movement by the formation of new clubs wherever the field is open.



#### Streets and Their Furnishings

Efficient and satisfactory planning and furnishing of streets in suburban communities is the theme of a discriminating and wholly delightful article by J. Horace McFarland in the February *Suburban Life*.



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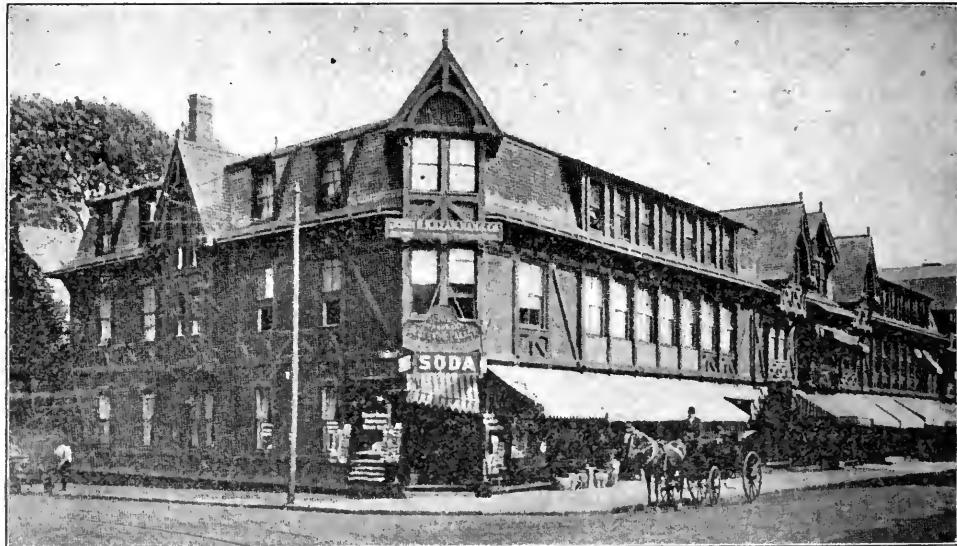
ball field. The two parts are separated by the buildings in the center of the playground, with an open shelter platform and a sheltered sand court on each side. Each playground is under the care of a trained director, and during the summer months (in the newer playgrounds during the whole year) a trained kindergarten looks after the interests of the small children.

The most noteworthy element of the administration of the Chicago playgrounds is the high conception of their function as schools of character.

Practical suggestions on "Organizing an Improvement Association" are given by C. T. B. Goodspeed, President of the Chicago Neighborhood Improvement League, the

The author laments the ignorance and selfishness of citizens who do not recognize the fact that the highways are the property of all, and should not be infringed upon or marred by ill-proportioned laying-out or inharmonious furnishings. It is as strange to make a suburban street nearly all dusty roadway as it would be to make one's house nearly all central hall and crowd the side rooms to do it. A roadway thirty feet wide will handle through and local traffic comfortably in a city of 70,000.

Reinforced concrete is very satisfactory for the well designed low light standards which serve to get the light under the trees and near the sidewalks of suburban streets. Hitching posts of reinforced concrete are



THE TRAVERS BLOCK, NEWPORT, R. I.

Though built a generation ago it is a good example of a row of stores distinctly in scale for the place

also slightly, solid and economical. They can be made for \$5 each if ten are cast from the same molds. Public drinking fountains show increasing good taste in municipal furnishings. Every community should have an art commission in some form, which should approve the design and placing of every structure erected at public cost or accepted as a gift.



#### The Village Store

It is as bad as ever architecturally, so Montgomery Schuyler tells us in the February number of *Art and Progress*, in spite of the fact that the architecture of village residences is improving year by year. The store demands looking at, and to attain this commercial object it is often built out of scale and harmony with its surroundings; it attempts to look more costly than it is by resorting to the vulgar and ridiculous sheet metal cornice such as riots through that part of the Bronx served by the elevated railroad.

Local improvement societies should see that "this monstrous efflorescence of cheap finery" is stripped from all commercial buildings. Summer resorts are conspicuous sufferers from the attempt to appear metropolitan. The business quarter of such a place could be bought up by a few interested residents, and could be torn down and rebuilt in proper scale for the place. Newport, R. I., did it, and the successful "Travers Block" is still in keeping with the character of the place.

#### The Science of Fire Prevention

New York City is to have a fire college. In this institution every subject regarding the causes of fires and the best methods of preventing and handling them will be studied. There will be lectures on the nature of explosives and the new problems of high voltage electrified railroads, etc., and practical lessons will be given in the scaling of walls, the use of life nets and the handling of firemen's tools.

The purpose of such a college is not merely to promote efficiency in extinguishing fires, but to prevent them. In its research work it would preserve complete information as to the causes and nature of fires and their effect on living conditions; its remedial work would develop fire prevention as an applied science. In its notable issue which dealt largely with fire panics in factories, the *Survey* said:

"The contention of the students of fire prevention science is that a fire, so far as fatalities are concerned, ought to be out, not in the first half hour, but six months previous."



#### Planting Time

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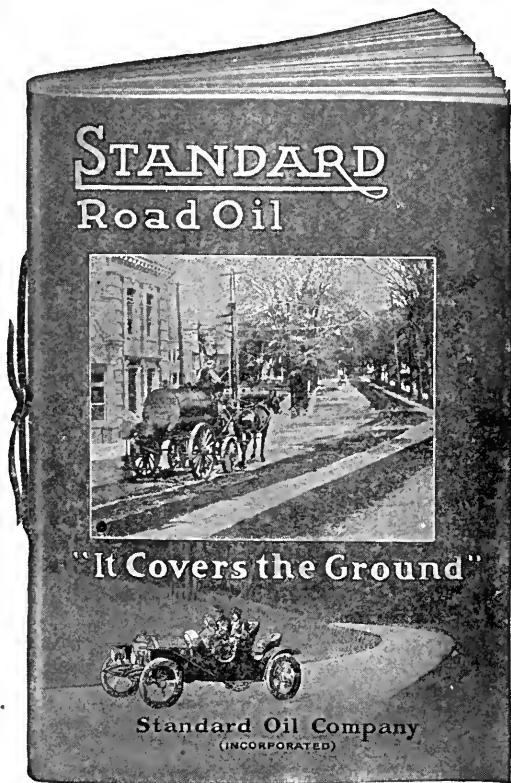
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# With the Vanguard

"Is a Short Ballot plan of government democratic?" Why, it's the only kind that is democratic!



In 1910 Denver spent \$12,000 in improving the city playgrounds, and will spend more the coming year.



The New York Public Library is to establish an eight-foot shelf of specially selected books in every fire house in the city.



Erie, Pa., is to have a sewage disposal plant on the bay front at a cost of almost \$250,000. The plan can be developed and converted into a park.



Toledo is to have a municipal exhibit in March. The working of the various city departments will be illustrated in detail. For example, just what happens inside a fire house when a night alarm is turned in will be shown by moving pictures.



Representatives of 22 cities met in Rochester, N. Y., early in February, and formed the Commission Government Association of New York State, the object of which is "to establish in the municipalities of New York State a business form of government on the commission plan." Prof. H. C. Fairchild of the University of Rochester was elected President.



The Mayor of Kansas City, Mo., has a cabinet composed of representatives of the various city departments, who meet with the Mayor every Monday morning to suggest and discuss matters of policy for all the departments. This new institution has been instrumental in correcting abuses and irregularities and in establishing harmony and coöperation among all the branches of the city government. Twelve civic and industrial organizations of the city now send

representatives to these meetings. This conference between city officials and citizens is the more unusual from being undertaken at the initiative of the Mayor himself.



The Board of Health of the Province of Ontario will hold a public health exhibit next August in connection with the annual Canadian National Fair. Firms furnishing apparatus, appliances and materials which would be of use to health boards are asked to send them to the exhibit. There will be daily fifteen-minute illustrated lectures on subjects relating to public health and the prevention of disease.



Sunday, April 30, 1911, will be "Tuberculosis Day," when the prevention of this disease will be discussed in churches throughout the country in a way which will show how serious a problem it is to every church. Statistics will be given to show the number of deaths last year from tuberculosis in church congregations and the extent to which clergymen are called upon to minister to sufferers from this preventable disease.



The development of civic clubs in Milwaukee during the last five years has been remarkable. There are now nearly thirty in the churches and out of them and scattered throughout the city, with a membership of four or five thousand. The neighborhood clubs meet once a week, others once or twice a month, and lectures and debates are held with open discussion of those municipal problems which concern all citizens.



The University of Oregon has established a municipal reform library for use by Oregon cities and improvement leagues. It will contain a complete history of the commission form of government with every available authoritative article on that subject and all literature on every municipal reform movement. Oregon has fallen into

line with the work of the state universities of Illinois, Kansas and Wisconsin, where similar libraries have been of great service to cities and improvement leagues investigating improved city government.

The President of the village of Winnetka, Ill., not long ago mailed a letter to every resident, telling of the work of the Village Board, and offering some sensible suggestions to the citizens. Here is one paragraph:

"Let a well-informed man tell another where he can invest money in a dead sure business proposition and make, say, 300 per cent, and he will grab at the chance; but tell the other how, in improving public property, he can improve his property 300 per cent, and he will hesitate."

It is reported that there is a perfectly satisfactory smoke consumer in use in Rotherham, England. Consul Daniels, writing from Sheffield to the State Department, says:

"Two air circulators are so placed as to allow the desired quantity of external air to be circulated among these devices, causing the smoke to be properly ignited and consumed around the boiler flues before entering the chimney. There is nothing to get out of order, and the claim is that a saving of fuel is effected. An important claim is that the apparatus can be affixed during the week-end to almost any type of boiler."

St. Louis has a City Plan Club which is the result of the movement for more parks, connecting and encircling boulevards and a better general city plan. There are 28 parks, no two of which are connected by direct park'd thoroughfares. Last November the proposition to create a park and boulevard reservation district of about 250 square miles was defeated, but it will be voted on again in 1912.

The new fifteen-mile boulevard known as the Kingshighway will unite about 2,000 acres of the larger parks. It will be from 100 to 350 feet wide, most of it through existing streets, so that it will be necessary only to widen the thoroughfare and continue it and lay out the parking scheme. The most expensive section will be a monumental viaduct of reinforced concrete nearly half a mile long over several railroad tracks. A great variety of trees and shrubs will be

used. The plans for the parking are under the care of Mr. George E. Kessler. Few single or scattered trees will be used, but groups of similar trees or shrubs will be placed along the parking spaces between streets.

The work of the Milwaukee Bureau of Economy and Efficiency was inaugurated by the city administration, and is carried on with full official assistance. Engineering and accounting experts are working in coöperation with the State Railroad Commission, the Tax Commission and the Extension Department of the State University. With all these aids the work can be carried with less expense than in other cities, and will be completed in a shorter period. One municipal department is being improved at a time. The coöperative methods established between the large cities that are undertaking this sort of work at the same time are of great benefit.

The Women's Club of Dubuque, Iowa, has instituted the plan of the "Clean City League," to be composed entirely of children and to further physical health as well as general sanitation. The following are a few of the pledges to be printed on the membership cards:

"I will not throw any paper into the streets, because I want our streets to be clean.

"I will take my own drinking cup to school with me.

"I will not bite anyone else's apple or chew anyone else's gum, because I do not want anyone else to bite my apple or chew my gum."

"I will sleep with my windows open every night."

The only public comfort station of its kind in Europe has recently been opened in Genoa, Italy, in the harbor and business sections, which are quite a distance from the homes of the working people.

The structure is principally of reinforced concrete. All the piping is carried through air chambers between inner and outer walls. The inner walls are enameled, and the floors are tiled. Broad stairways of solid marble lead down to the arcade, on one side of which are offices, telephone booths and the reading and writing rooms, on the other

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# Medart Steel Playground Apparatus

Our new catalog Z exclusively and exhaustively descriptive of Steel Playground Apparatus is just coming off the press.

This catalog is 8½ x 11 inches in size, and more elaborate than anything we have ever before attempted. It contains large half-tone illustrations of Outdoor Gymnastic Outfits in various combinations, and illustrates and describes our many exclusive and advantageous features.

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side the tub and shower baths, while at the end are barber shops, package rooms and lavatories; the boiler rooms, tanks and ventilators are in an extension. The heating is by the hot water system, and electric fans are used to supply fresh air and remove the foul. In 10 hours 450 tub baths can be supplied.



The third American Conference on City Planning will be held May 15th, 16th, and 17th in the mayor's reception room in the city hall in Philadelphia.

On the morning of the first day there will be an excursion to study Philadelphia's city planning. Then there are seven conference sessions, ending with a banquet the third evening. Each of the seven sessions is in charge of a specialist. Each session will open with the reading of one or two papers by authorities. The rest of the two or three hours will be open for general discussion.

The seven session subjects are as follows:

**Harbor and Dock Development**—Calvin Tomkins, Commissioner of Docks, New York City.

**Public Buildings, Open Spaces and Waterways**—John M. Carrere, Architect, New York City.

**Street Widths and Subdivisions for Various Purposes**—Nelson P. Lewis, Chief Engineer, Board of Estimate and Apportionment, New York.

**Buildings in Relation to the Street and the Site**—Lawrence Veiller, Secretary and Director of the National Housing Association, New York City.

**Municipal Real Estate Policies**—Frederic C. Howe, New York City.

**Financing City Planning**—Lawson Purdy, President Department of Taxes and Assessments, New York City.

**Proposed Draft of the American Town Planning Act**—Andrew Wright Crawford, Assistant City Solicitor, Philadelphia, Pa.

Mr. Frederick Law Olmsted, as Chairman, will preside. Further information can be had from the Secretary, Mr. Flavel Shurtliff at 1 Congress Street, Boston.



The Playground Association of Providence, R. I., was started about two years ago to place some "object lesson" playgrounds in the congested parts of the city. The small playgrounds in the school yards and those in the public parks were kept open only on the afternoons of five days in the week for eight weeks in the summer,

for there was no money for more extended use.

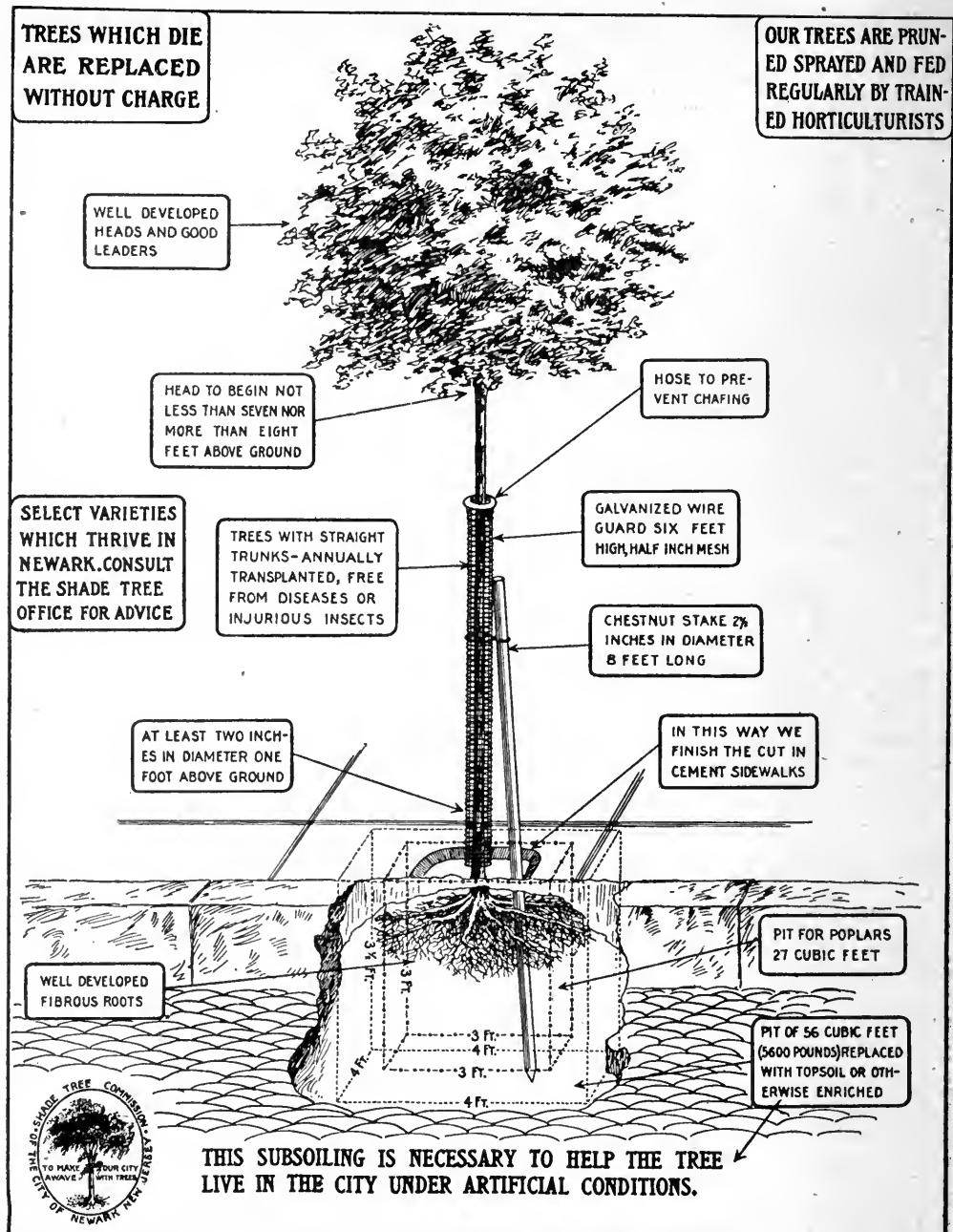
The Playground Association borrowed the use of some disused and littered lots in the crowded and squalid districts of "Little Italy" and "Little Jerusalem," and, having secured some limited subscriptions, put in a great deal of personal work to keep these new play spaces in use every day and evening for many weeks.

The city has profited by the object lesson and has appropriated \$150,000 to buy and equip these lots and four others for playgrounds, and will pay for their maintenance, at the same time trusting them to the management of the Playground Association. Meanwhile the Association is growing, and will pursue the same method in other needy parts of the city. It will take 27 playgrounds before the ideal is reached of having such a spot within ten minutes walk of every child in the city. The Metropolitan Park Commission is placing a great playground of 22 acres in the heart of the congested manufacturing section of the Oineyville district, and this also will be placed under the supervision of the Playground Association.



The Shade Tree Commission of Newark, N. J., is a very active body. It makes graphic appeal to the citizens in many a telling way. The blotters that lie on the business man's desk tell him what trees to plant and how to plant them, show him the avoidable causes of the death of trees after transplanting, and remind him that it will cost only \$4 to have a healthy young tree two inches in diameter with stake and tree guard planted in front of his house by the Shade Tree Commission. The folders sent out by the Commission are models of concise information.

The Commission sets out trees each spring and fall, the streets to be planted being determined by conference of the Commission after public notice and hearing, and the actual cost being defrayed by assessing the real estate in front of which the trees are set out. Trees are also planted on other streets at the request and at the expense of the property owner. The Commission cares for the trees set out by its own initiative, and replaces those that die. No street trees can be planted, removed or trimmed without the written permit of



SPECIFICATIONS FOR THE SELECTION OF TREES ADOPTED BY THE SHADE TREE COMMISSION OF NEWARK, N. J.

the Commission. Dead street trees are removed at the expense of the owner of the abutting property.

At the beginning of each spraying and trimming season sections are mapped out for the trimming of trees and the destruction of insects without charge. While the

means at the disposal of the Commission will not permit giving this care systematically to all the city trees, the Commission holds itself in readiness to spray any tree without charge upon request. The city parks are also under the care of the Commission.

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By William Solotaroff

Secretary and Superintendent of the Shade Tree Commission of East Orange, N. J.

A book not only for those in charge of municipal tree departments but for everyone who is interested in the selection, planting and care of shade and ornamental trees in any place. Sufficiently technical and comprehensive for the city forester, and so clear and direct that it is of great value to the private owner of trees. See review on opposite page.

Finely executed illustrations with a charming story-telling quality

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# Books for the Citizen

[Readers are requested to order books reviewed in this department through The American City. American books will be sent on receipt of the postpaid price. Special quotations will be made on foreign books.]

## Shade Trees in Towns and Cities||

This volume by the Superintendent of the Shade Tree Commission of East Orange, N. J., is one of remarkable interest and value to the private owner of trees and to those who are at all concerned with the work of municipal tree departments.

It is devoted especially to the planting and care of street trees, a work involving the overcoming of so many adverse conditions that the information here given will be found applicable to the planting and care of all shade and ornamental trees, including even the surgical treatment of fruit trees. The author aims to spread the tree planting movement throughout the United States, and to show by actual results attained how much less expensive it is to have a harmonious and beautiful system of shade trees than through ignorance, indifference or haphazard attention to ruin the possibilities of such splendid development.

After the argument for the value of street trees from the viewpoints of beauty, health, civic pride and real estate values, we have two chapters on the selection of trees for street planting. The plates illustrating various species are clear, attractive and informing; in fact, the illustrations and the general typography of this book are most satisfying. A typical page of plates shows the American and the European linden, its leaves and flowers and fruit, the tree in winter and a street in Washington, D. C., planted with these trees. Full descriptions are given of many species, with practical advice on the value of each.

The chapter of "Studies Preliminary to Planting" treats of the nature and preparation of the soil, of the layout of streets of various widths and uses, and is illustrated with diagrams. Full instruction for planting and maintenance follow, covering in several chapters the ordinary care and the methods of tree surgery, injuries, insect enemies, fungous and other diseases,

and the tools and apparatus to meet all needs. The good results of municipal control of street trees is shown, and the methods of conducting a department of municipal arboriculture are given, together with record and report forms. The laws of New Jersey, Pennsylvania and Massachusetts on shade trees are stated in full. There are sample pages from an actual field book for enumerating street trees, and both the topics and the illustrations are fully indexed.



## Dust Preventives and Road Binders\*

The author of this book is Assistant Chemist of the Office of Public Roads in the United States Department of Agriculture. His object is to give road engineers a working knowledge of the characteristic properties of dust preventives and road binders now in use, and how to select and apply them.

In order to a proper understanding of such substances the opening chapter is given to the causes and effects of road dust formation and road deterioration. It is shown that the problems of dust prevention and road preservation are closely associated, and that any solution of the two must deal largely with overcoming the effects of automobile traffic. Three methods of reducing dust formation are considered: by sanitary removal; by retention of dust upon the road surface; and by preventing dust formation. The most promising solution appears to be the treatment of roads with road binders applied to the surface or in the body of the road. The road of broken stone will probably be evolutionized into one with a cement concrete base and a bituminous concrete surface.

Dust preventives are classified descriptively and in tabulation, and a full discussion follows in many chapters dealing with the production, characteristics and uses of bituminous and non-bituminous

|| By William Solotaroff, B.S. John Wiley & Sons, New York, 1911. Octavo, 275 pp.; \$3.18 postpaid.

\* By Prévost Hubbard. John Wiley & Sons, New York, 1910. Octavo, 404 pp.; \$3.18 postpaid.

materials. There is a chapter on the methods proposed or adopted by American technical societies and the important closing chapter covers in a general way the principles which should govern the selection and specification of these substances and their efficient application. Views, diagrams, statistical tables and chemical formulae are made of frequent use throughout the book.



#### Corruption in American Politics and Life\*

In the presentation of this set of studies there is no intention to add to the literature of muckraking. As Professor of Political Science in the University of Cincinnati the author has studied dispassionately the effect of corrupt practices on our national life and character. He has given a cool systematic analysis of such evils, and his work should aid the progress of public righteousness.

The various studies deal not only with corruption in political, business and social life, but in the professions, journalism and the higher education. High tribute is paid to the work of bureaus of municipal research:

"It is precisely at this vulnerable point on the buying side of governmental operations that the New York Bureau of Municipal Research has struck home. With a skill that amounts to positive genius this voluntary agency has placed before the people the ruling market prices and the enormously higher prices actually paid by the officials for public supplies. Taking the purchasing departments of our best organized private corporations as a model it has drawn practical plans for the installation of similar methods as part of our municipal machinery. Equipped with field glasses and mechanical registering devices its agents have kept tab upon the flaccid activities of laborers in the public service, and have contrasted

\* By Robert C. Brooks. Dodd, Mead & Co., New York, 1910. Duodecimo, 304 pp.; \$1.36 postpaid.

the long distance results thus obtained with the suddenly energised performances of the same men when they knew themselves to be under observation.

"It has coöperated quietly and effectively with all willing officials in improving the methods of work in their offices in installing more logical accounting systems and better methods of recording work done; and it has fought effectively, with the penalty of discharge by the governor in two cases, those officials who were not amenable to proper corrective influences. And finally the Bureau has attacked the city budget, and has even succeeded in making that dry and formidable document the object of active and intelligent public interest. Yet the cost of the Bureau's work has been out of all proportion small in comparison with the benefits obtained."



#### A Guide to Social Service

Twenty-three instructors in Harvard University have recently united in the preparation of a unique bibliography entitled "A Guide to Reading in Social Ethics and Allied Subjects."† The titles are chosen mainly from recent literature, and foreign works are referred to only when there is no equivalent available in English.

We call especial attention to Section III, dealing with social service, and including housing and town planning, juvenile delinquency and public recreation.



#### Arguments for Municipal Reform

The pamphlet called "Municipal Reform Through Revision of Business Methods,"‡ gives samples of the reforms in New York City's methods of administration,— "at the best only beginnings,"—and answers those who question the value of the work of the Bureau of Municipal Research.

† Harvard University, Cambridge, Mass., 1910. Octavo, 225 pp.; \$1.38 postpaid.

‡ Bureau of Municipal Research, New York, July 10, 1910. 60 pp.; 10 cents, postpaid.



# Albany's Civic Advance

## By William B. Jones

Secretary Albany Chamber of Commerce

Albany occupies a unique position among American cities. The city has been regarded for centuries and is still known as the "Gateway of the West." Albany today is not only one of the most attractive cities in America but also ranks in commercial and financial importance with cities many times its size. Albany has been the pioneer city in many great movements of the century, and she is now asserting her claims to stand among the progressive business communities.

exists at the present time. When this is completed the city will have eighteen parks, covering more than 300 acres.

Washington Park will always remain the principal park as well as the beauty spot of the city. This park extends over 90 acres, has nearly four miles of driveway and more than six miles of walks. The attractiveness of the park is increased by several pieces of statuary, the most noted being the one of Robert Burns in bronze by Charles Calverly and the bronze and rock



THE KING FOUNTAIN—MOSES SMITING THE ROCK—WASHINGTON PARK

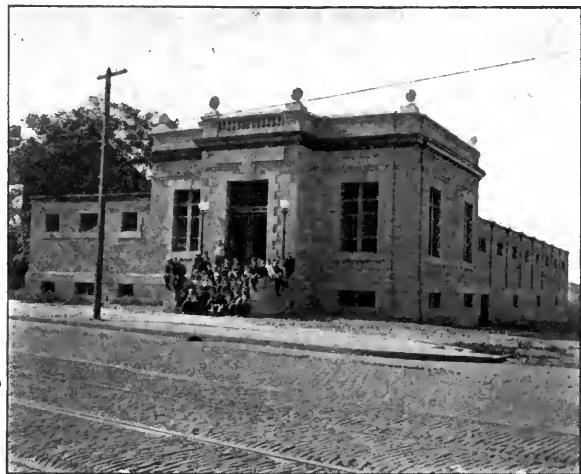
During the past ten years a new spirit has been manifest in Albany, a spirit of progress as well as a spirit of civic pride. Her citizens not only now fully realize the important position Albany holds as a commercial and financial center but also appreciate the attractive features which make the city one of the most desirable residential centers in the East.

The march of progress has been very manifest. The park system, which is a most attractive one, has been enlarged, and work is at present being carried on in the construction of a sunken garden located in the central western part of the city, giving a new park to a locality in which none

fountain, "Moses Smiting the Rock," designed by J. Massey Rhind. The park will be still further beautified during the coming summer by the erection at the Northern Boulevard entrance of a bronze and marble Soldiers and Sailors Memorial designed by Hermon Atkins MacNeil.

The latest addition to the group of larger parks is Beaver Park. This is an attractive natural park situated so as to give an extended view to the east, showing the hills and mountains in Massachusetts and Vermont, with the river and a part of the city in the foreground.

The boulevard system of Albany has been laid out on a most comprehensive plan.



PUBLIC BATH NO. 3—EXTERIOR

Commencing at Beaver Park in the southeast one can go by asphalt or macadam drives to Washington Park, west to the extreme end of the city, around the attractive Manning Boulevard to the northwest part of the city, then east winding around the city reservoirs and down the hill to the river. This boulevard system is under park care.

The question of children's playgrounds is receiving much attention and two well equipped playgrounds are now open during the summer season. Plans to increase the number of playgrounds are now being considered.

A most important improvement is now under way—the improving of the city's waterfront. Authorization has been given for the city to spend one million dollars for the improving of its waterfront and the building of an intercepting sewer. The city has already purchased the pier at the foot of State Street, and this is rapidly being made into a most attractive breathing spot where people may enjoy the river view and where passenger and excursion steamers may land. The proposed improvement calls for new dock fronts practically the entire length of the city, and it is expected that the city will acquire a considerable portion of the river frontage. A part of this improvement will also include the straightening and widening of State Street from Broadway to the river, and the beautify-

ing of the street from the river to the Capitol Park at Eagle Street. If plans that are being considered are carried out State Street will be one of the most beautiful streets in the country.

Plans are under way for the increasing of the facilities at the railroad station. More track room is needed, and this will be secured by extending the upper track level to the east. The tracks of the Delaware and Hudson Co. from the south will come into the city on an elevated structure, and enter the station on the upper level.

Plans for the centering of all city offices in the city hall and the constructing of a courthouse and jail are now being considered, and work along this line will without doubt be commenced within a very short time,

From Albany's earliest settlement the subject of schools has received the careful attention of her citizens, and at present no expense is being spared to bring the schools of the city up to the highest standard of perfection and excellence. During the past few years several new school buildings have been erected, and work will soon be commenced on the new high school building which will be completed during the coming summer. Two vocational schools have been started, and it is expected that a vocational high school will soon be added to this branch of the educational system. The state has just completed the erection of a state normal college in Albany. The build-



PUBLIC BATH NO. 3—SWIMMING POOL

ings are exceedingly handsome and are equipped with every modern appliance and convenience. Plans are now being considered for the erection of new buildings for the medical college and the law school. The educational system of the city is now so comprehensive that its scope covers the field beginning with the work of the kindergarten, including the primary and grammar school grades, the vocational system of training, the academic work of the college, and the curriculum of the post graduate courses of Union University.

The state at the present time is erecting in Albany a large state educational building which will contain not only all of the educational departments of the state but also the large state library.

Albany is noted as an exceptionally fine shipping center. Here six lines of steam railroads converge and more than 150 passenger and 250 freight trains arrive and depart each day. A number of suburban trolleys also enter the city, one running to the south a distance of 37 miles, another to the west a distance of 50 miles, and still another to the north a distance of 72 miles. Albany is situated practically at the head of navigation on the Hudson River and near the terminus of the Erie and Champlain canals. During the open season passenger steamers make 42 trips in and out of Albany each day. Plans are now under way for the constructing at Albany of one



THE PUBLIC MARKET

of the terminals to be used in connection with the Barge Canal. This terminal will be a most modern one with appliances for the handling of both light and heavy freight. It will be so located that all of the lines of railroad as well as the trolley lines centering here can enter it. Work is also being carried on at the present time in improving the channel of the Hudson River. This improvement will give a channel to Albany 400 feet in width and 14½ feet in depth. The securing of a still deeper channel is being considered by the U. S. Army Engineers.

In this march of progress Albany has had erected within her borders many new buildings. These include a new home for the Albany Orphan Asylum built on the cottage plan, practically three new hospitals, several new bank buildings which are exceedingly handsome and are used for banking purposes only, three new public baths located in different sections of the city, and a new home for the Albany Institute and Historical and Art Society.

The need of moderate cost houses had for a long time been so evident that about a year ago a committee of the Chamber of Commerce made a thorough investigation of this important subject. An abstract of the report of this committee is appended to this article. One of the results of this report is the formation of a company with a capital of \$100,000 for the purpose of erecting in Albany modern detached houses



STEAMER HOUSE No. 10



Albany Academy High School State Hall City Hall

State Street

**ALBANY'S ATTRACTIVE CIVIC CENTER—LOOKING EAST FROM THE CAPITOL STEPS**

It is two blocks wide and one block deep, and consists of two parks—Capitol Park and Academy Park. On the site of the present High School the proposed new Courthouse will be erected.

that will rent at a reasonable rental. Practically all of the capital has been subscribed. Two large tracts of land in different sections of the city have been purchased and the company expects to begin the building of these homes early this spring. One of its by-laws is that no dividend greater than 5 per cent shall ever be declared on the capital stock. The houses will be rented at so low a figure as merely to cover this net return. It is purposed also to encourage the tenants to purchase their homes. In connection with the housing question, laws are now being prepared that would do away with all dark bedrooms in homes, and would also provide for necessary sanitary conditions.

The Albany-1916 movement which has lately been inaugurated will attempt in a comprehensive as well as practical manner to encourage a true spirit of civic pride in Albany which will work for the improvement of business, educational and residential conditions in the city.

To carry out this plan business, industry,

religion, education and philanthropy will join hands, and each of these agencies will carry forward with renewed vigor its own work, but doing this with regard to the activities of every other, thus forming an almost irresistible force working for the common good.

The Albany-1916 movement takes for granted that the people of Albany desire to have the best city possible, that they are willing to work to bring this about, and it confidently expects that in the next five years it will see some things finished and others so well started that they are sure to be completed properly.

The undertaking is a vast one, but the plan is a wise one, and if followed patiently it cannot fail to awaken a strong civic spirit and make a new Albany in 1916. Committees are now at work in connection with the following improvements:

The coöperation and coördination of charities.

The collection and disposal of ashes and garbage.



THE LAKE HOUSE—WASHINGTON PARK

The beautifying of State Street from Eagle Street to the river.

The question of moderate cost houses.

The improving of the sanitary conditions of tenements.

Publicity work and lectures on the movement and on Albany.

It is confidently expected that within a year at least five hundred people will be working along different lines with the idea of making Albany by 1916 one of the hand-

been on the side of progress in local affairs but its prestige has often been enlisted and recognized in subjects pertaining to a wider sphere of state and national policies.

The increase in industrial activities which has resulted, in part at least, from the work of the Chamber of Commerce is shown by the fact that in the last ten years bank clearings have increased from \$172,101,239 to \$304,619,998 and the deposits from \$22,626,898 to \$59,378,767. The



THE MANNING BOULEVARD

somest as well as one of the most prosperous cities in the country.

The Chamber of Commerce has been an important factor in the growth of the city. The membership of this organization comprises more than 600 of the leading business and professional men of Albany. Two lines of publicity work have been uppermost in the minds of its members—the introducing of Albany to Albanians and the introducing of Albany to the outside world. In doing this work nearly 530,000 pieces of printed matter have been judiciously distributed. This organization has universally favored and lent its aid to all measures that from time to time have been projected for the benefit and advancement of the prosperity of the city. Not only has it ever

value of the imports passing through the Albany Custom House also increased from \$466,055 to \$1,520,477, and the post office receipts from \$312,582 to \$532,238.

Albany presents a thousand attractions to the student, patriot, statesman and wage earner, and the greatest of all to that most practical of philanthropists, the enterprising capitalist seeking safe investments in real estate or in the establishment of productive industries. The time is not far distant when the present population of Albany and its environs will have become double in number and when of the United States it shall be what it now is of the great Empire State, the most attractive city for the display of industrial and commercial enterprises.

# Moderate Cost Houses\*

Our instructions were to investigate the possibility of building houses under present conditions of cost and labor and materials that would bring a fair net return on the investment at a monthly rental of not to exceed \$18. Fully realizing that the cost of all the essential elements of construction have materially increased in the past decade, we determined to confine our investigation to houses that have actually been built during the last two or three years. Furthermore, we have endeavored to select locations where conditions of cost should be as nearly as possible similar to local conditions. The possibility of the scheme is being proved constantly in such cities as Baltimore, Cleveland, Detroit and

containing modern conveniences that can be rented at prices which the average man can afford to pay.

Believing that the greatest need in Albany is for detached houses, each for a single family, we have given most of our attention to this type, though some examples of two family designs are presented which in cost and arrangement seem to us to entitle them to consideration.

All of the figures given are exclusive of the cost of the land.

## One-Family Houses

At Amsterdam, N. Y., the committee found some exceptionally attractive as well as convenient houses that have lately been



HOUSE AT AMSTERDAM, N. Y.—COST \$1,800



HOUSE AT SCHENECTADY, N. Y.—COST \$1,800

many others where rapid industrial development is making absolutely necessary the erection of thousands of houses for workingmen, but the expense of securing information from such remote centers, and the fact that the very different conditions which govern the cost of construction would make such information less valuable for our purpose, have led us, instead, to present the following examples of what has actually been accomplished in localities comparatively near to Albany.

We have visited several towns and have personally inspected many of the houses described in this report, most of which have been built within the past year. We have every reason to believe the cost of construction as given us by the owners or builders is accurate and reliable, and we are convinced that it is possible to erect houses

built by the Rockton Realty Company. They are two-story frame houses with stone cellar and built in a substantial manner. A piazza extends across the entire front; in the rear is a covered porch. Height of ceiling, first story 8' 6", second story 8'. House piped for gas and wired for electricity. Kitchen has a stationary boiler, running water, granite sink and a kitchen cabinet. Bathroom contains modern open plumbing, porcelain lined tub and nickel plated fixtures. The interior finish is No. 1 kiln dried cypress; the floors on both first and second floor No. 2 N. C. pine, except in the bathroom, which is maple.

These houses in a group of ten were erected in 1909 at a cost of \$1,800 each. For the sake of contrast two styles of ex-

\*Abstract of the report of a committee of the Albany Chamber of Commerce.

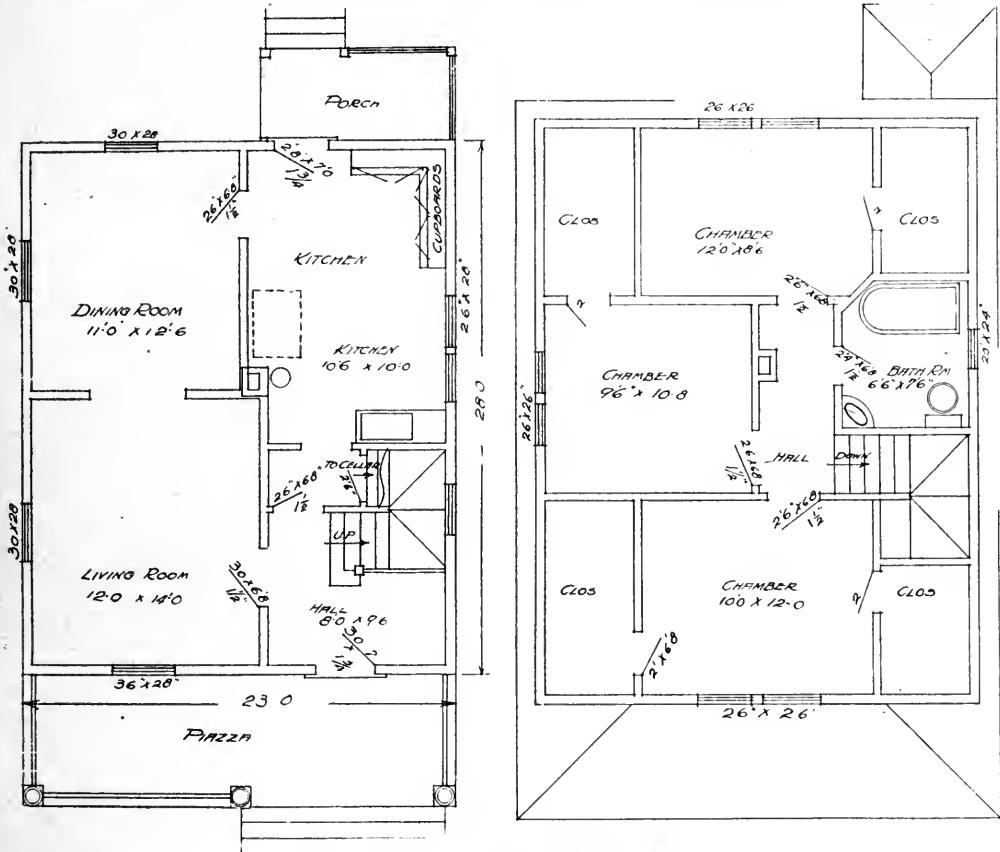
terior construction were adopted, the cost being the same.

We have given these houses special attention because they seem to us to combine attractiveness in appearance, with the greatest number of conveniences and an admirable arrangement of the rooms, and further because they have been built in a nearby town within the past year.

At Schenectady three attractive houses were erected by Peckham, Wolf & Co. dur-

a bath, each house having a frontage of 21' and a depth of 27'. The houses are finished practically the same as those at Amsterdam. They cost approximately \$1,800 to build. Another style costing about \$300 more is also shown.

The firm of Witherbee, Sherman & Co. has made a very comprehensive test of the building of concrete houses, both in concrete blocks and with stucco finish at its industrial village, Mineville—five miles



FLOOR PLANS OF HOUSE AT AMSTERDAM, N. Y.

ing the winter of 1909-10 at a cost of \$1,800 each. These houses are similar in construction and material and finish to those in Amsterdam. They contain the same number of rooms on each floor; contain a bath with open plumbing and have in addition a large attic with convenient stairway.

The committee also inspected a number of houses built at Ludlow, Mass., by the Ludlow Manufacturing Associates for their employees.

One group of houses, known as the Weston Cottage No. 1, contains six rooms and

from Port Henry. About fifty houses have so far been erected at very low costs under conditions which are said by the officers of the company to be no more favorable than in Albany except in the cost of the refuse iron ore tailings of which the concrete blocks are made. This material in the proportion of 1 part cement to 5 parts tailings may be moulded into a strong and attractive block, and could be used in Albany at a comparatively low cost. In the interior one inch furred strips are nailed to the inside of the block and upon these wooden



WESTON COTTAGE No. 1 AT LUDLOW, MASS.—COST \$1,800

laths are nailed. Pulp plaster is employed, the floors are single, either of birch or maple, and the roofs are of second quality green Granville slate. On account of the locality there is no plumbing or water supply. These houses cost \$1,025 to build. The addition of plumbing and water supply would probably increase the cost not to exceed \$300.

A seven room house has also been erected at a cost of \$1,100.

#### Two-Family Houses

The Ludlow Manufacturing Associates at Ludlow, Mass., have erected several types

of two-family houses, two of which are described below.

The type called the Plymouth Cottage is an eight room twin house with piazzas and entrances on the side. The entire house has a frontage of 30' 6" and a depth of 28'. Each of the two tenants has on the first floor a living room (10' 11" x 15' 3"), kitchen (13' 8" x 11' 3") and two large closets with small hall, and on the second floor two bedrooms (10' 11" x 15' 8"—11' 8" x 11' 3") and a bath. These houses were erected at a cost of \$2,600 each.

The company has also erected a twelve

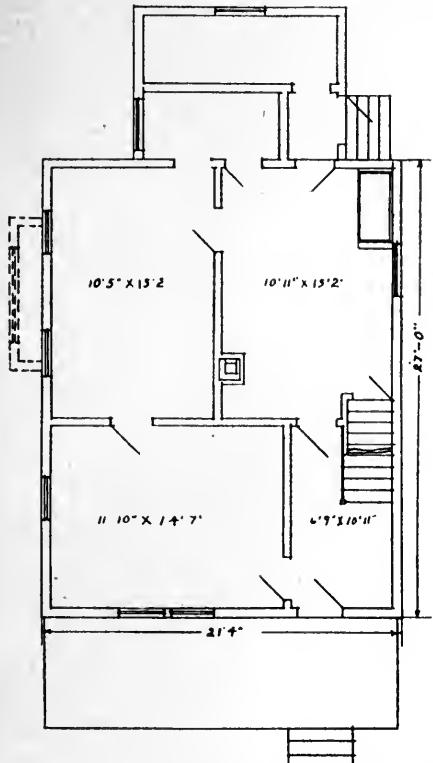


ANOTHER LUDLOW GROUP—COST \$2,100—INTERIOR SIMILAR TO WESTON COTTAGE

room twin house which they have named the Longmeadow Cottage. This house has a frontage of 33' 6" and a depth of 38' 9". A piazza extends partially across its front from which each apartment is entered. Each of the two tenants has on the first floor a parlor (11' x 13' 3"), living or dining room (11' x 16' 9"), kitchen (10' 9" x 16' 9") and hall; stairs winding up from center or living room. The second floor contains three bed rooms (10' x 16' 9"—10' x 13' 3"—10' 9" x 10' 9") and a bath, with ample

The foundations are concrete, the houses are frame, shingled. The interior is finished in cypress and the floors are rift hard pine throughout. One of the second floor rooms is generally used as a bathroom. The cost of each twin structure including plumbing and range was \$2,067.43.

At Schenectady the committee found an exceedingly convenient two family house designed by C. G. Van Rensselaer of Schenectady. This house is 24' 6" x 48'. The first apartment contains parlor, dining

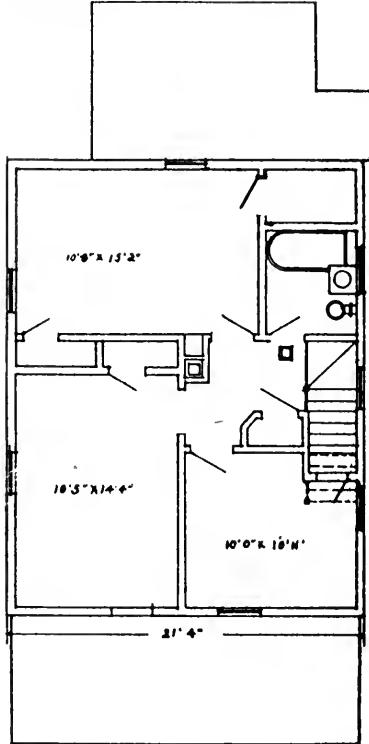


FLOOR PLANS OF WESTON COTTAGE NO. 1 AT LUDLOW, MASS.

closets from each bed room. These houses were erected at a cost of \$3,400 each.

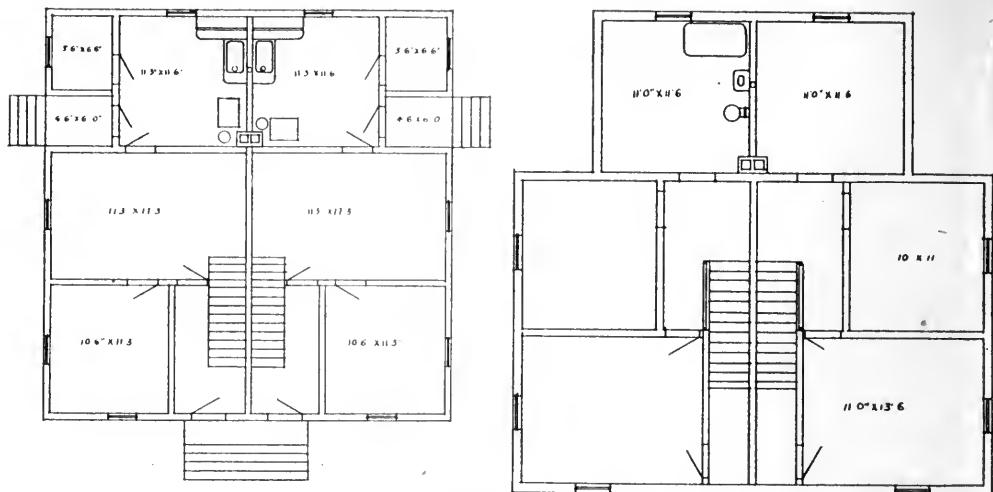
The firm of Witherbee, Sherman & Co. have also built at Mineville some attractive twin houses of concrete blocks. These houses cost the company \$2,650 each, this price not including any plumbing. The houses built by Witherbee, Sherman & Co. at Mineville are described at length in an illustrated article in the "Cement Age" of September, 1909.

At Barre, Mass., some convenient two-family twin houses were built during 1908 and 1909, and more are in the course of erection by the Barre Wool Combing Co.



room, kitchen, three bed rooms and a bath, together with hallway and several good sized closets. Second floor contains an additional room which may be used as a small reception room. A large porch is built on the rear with stairways. Cellar arrangement for heaters, coal bins and other conveniences. The house has slate roof, birch veneer doors and hard pine trim all through. Finished floors of Georgia pine. Plumbing is white enamel iron with nickel plated pipes where exposed. Hot air heating. This house has recently been completed at a cost of \$3,400.

The working plans of all the houses re-



FLOOR PLANS OF TWO-FAMILY HOUSE AT BARRE, MASS.

ferred to are on file at the Chamber of Commerce and in some instances complete specifications have been secured. Access to all of the above material may be had upon application to the Secretary.

The results of our investigations have convinced us that it is possible to build

tion on the gross yearly return of 10 per cent on the investment. We furthermore believe that Albany capitalists and manufacturers who realize the need of such de-



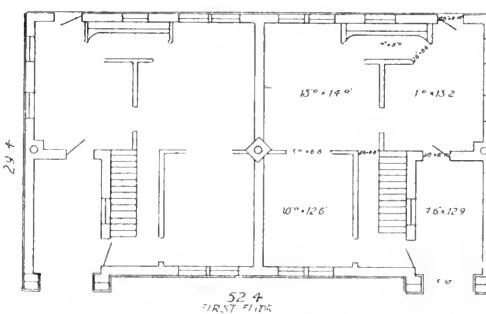
TWO-FAMILY HOUSE AT BARRE, MASS.—COST \$2,067

desirable houses in Albany to rent at not to exceed \$18 per month and in reaching that conclusion we have based our calcula-

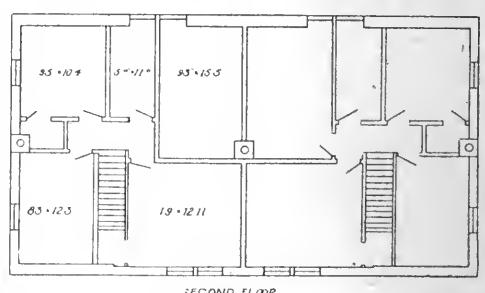


CONCRETE-BLOCK TWIN HOUSE AT MINEVILLE, N. Y.

velopment in this city will be willing to employ their funds in the building of houses on this basis.



CONCRETE-BLOCK TWIN HOUSE AT MINEVILLE, N. Y.—COST \$2,600 EXCLUSIVE OF PLUMBING OR HEAT



# Clean Water as a Municipal Asset\*

By George C. Whipple

It needs no apology to say that one of the greatest needs of any community is a supply of good water—not merely a supply of water, but water that is clean and attractive for drinking and personal use; water that is not only free from the germs of disease, but is beyond the danger of such germs being present; water that is “pure and wholesome,” as the courts say, and for which freedom from pollution is a first requisite. A public water supply must not only seem to be pure, it must be pure in actual fact; and on the other hand, it must not only be bacterially safe, it should show its safety by its cleanliness. For in spite of all statements of chemist or bacteriologist, and in spite of the warning of physicians and health departments, it is a fact, unfortunate perhaps, but a fact nevertheless, that a large proportion of any community will drink the water supplied to their houses if it looks good and tastes good, and they will not drink it if it does not taste good, even though its safety be vouched for by the most eminent scientist on earth, provided that they can get other water to drink that tastes better. In other words, the use of water for drinking is often governed not by one's judgment, but by his immediate physical wants and his esthetic tastes.

It is interesting to observe how water standards have changed in the course of time. The earliest standards of purity were physical. Water that was clear, colorless, and without taste and odor, water that was bright and sparkling, was accepted as good water. Such is the ordinary standard of the farmer today. He finds such a supply not in the streams and lakes, but in wells and springs. He may not regard the water of a near-by brook as impure, but he does not use it in his house. He knows that cattle wade in it and that dead leaves decompose in it, that dirt is washed into it, and he prefers the water of his well, even though located in his barnyard, for he likes its clearness and he likes its coolness, and

of course he also chooses it for its convenience.

After the physical came the chemical standards of purity. Large communities were compelled to depend upon the use of surface waters. Being not always clean, such waters were suspected as to their purity, and the chemist was called upon to reassure the consumers as to the safety of the water or to condemn it if need be. A generation ago chemical standards of purity were much in vogue. Well-meaning water superintendents sent to well-meaning chemists samples of water of unknown origin, and the chemist made his mysterious analyses and passed his ex-eathedra judgment. Sometimes this judgment was right, but too often, we now know, it was of no value, as it was founded upon meagre data and his ignorance of local conditions prevented the chemist from using the saving grace of common sense.

Last have come the standards of the bacteriologist and the sanitarian. Our water supplies are being judged not only by the chemical analysis but by the bacteria that are present or absent. Great stress is laid upon such organisms as the colo*n* bacillus, which is taken as an index of feal pollution, and of streptococci and other bacteria, and tests for specific germs of typhoid fever and other water-borne diseases are likely to become more common as the technique of the bacteriologist improves. The absence of these objectionable bacteria is sometimes considered as giving a water supply a clean bill of health. Such tests are indeed of value, and not to be omitted. Decency demands that such indications of pollution be absent from water used for drinking, but it should not be forgotten that there are other tests than these and that the homely virtue of cleanliness is a *sine qua non* for every public water supply.

It is common, also, to say that the best test of the purity of a water supply of any city is the typhoid fever deathrate among the consumers. As a general statement this is true, though here, as elsewhere, there are exceptions to the rule. Decreases in the

\*An address delivered at the last annual meeting of the Central States Water Works Association.

typhoid fever deathrate following the filtration of a public supply are also used, and often justly so, though not always, for measuring the practicable efficiency of a filter plant. So much stress has been laid upon this by engineers and sanitarians that there is danger lest the public get the idea that filters are built for the express purpose of protecting the consumers against typhoid fever. This is a false notion—false because it is only a partial truth. The object of filtration is not to reduce the typhoid fever deathrate, but to get pure water—water that is safe, and water that is clean. Filters, properly built and well operated, do protect and efficiently protect the consumers against water-borne typhoid fever; but they do far more; they protect the consumers against other diseases as well, and they are able to furnish a supply of water that is clean, and acceptable, as well as safe.

Statistics abundantly prove that when a pure water is substituted for an impure water the health of the city improves by a far greater amount than can be attributed to the elimination of typhoid fever alone. Diarrhoeal diseases other than typhoid fever, children's diseases and also, in some cases, such supposed unrelated diseases as pneumonia, are reduced. Where filtration saves one life from typhoid fever it saves three or four or five lives from other causes, although just how it is not always possible to trace out. Furthermore, clean water tends to increase the general use of water for drinking, a thing good in itself. It also tends to reduce the use of other water supplies that may be of questionable quality, such as local wells and impure vended waters or vended waters distributed in unsterilized containers that go from house to house. It doubtless tends also to decrease the patronage of the soda fountain and the saloon. Again, clean water makes for greater personal cleanliness, and personal cleanliness makes for health.

The changing standards of purity have been, for the most part, rising standards, and it is a most gratifying fact that the quality of the water supplies in our cities, taken as a whole, is better now than ever before. But in our zeal for purity there is danger lest a backward step be taken. During the last few years chloride of lime has been much used for disinfecting water supplies, that is, for killing the bacteria that may be in the water. In spite of opposition

and prejudice this germicide has won for itself a place in water purification from which it will not be soon dislodged. That calcium hypochlorite will kill such bacteria as *B. coli* and *B. typhi* must be admitted, yet it does not completely disinfect. For example, it is doubtful if it will destroy spore-forming bacteria to any great extent.

Although the bacteria are thought to be killed by an oxidizing process (the real germicidal action of this may be due to the liberation of energy), the use of bleaching powder in the quantities used for killing bacteria has no appreciable oxidizing action on the organic matter present in the water. It does not improve the appearance of water, nor its taste, nor odor—on the contrary, its tendency is to add to the odor of some waters, especially if used in too large doses. It does not make a water visibly cleaner, it kills bacteria. Such being the case, its scope of usefulness is obviously limited. Those in charge of water supplies where the water is always clean or of supplies that need an emergency treatment to destroy a sudden infection may find in this agent a safe, effective and inexpensive germicide. As an adjunct to filtration the use of calcium hypochlorite in the future is likely to be large, as it offers an additional safeguard and supplements the work of the sedimentation basin and the sand bed. It sometimes enables higher rates of filtration with this coagulant to be used, and thus reduces cost. There is danger, however, that this substance may be regarded as a means of purification complete in itself, that it may be employed with uncleared waters without other means of purification, and that because of its cheapness it may find adoption in situations for which it is not appropriate. There is danger, also, lest water supplies suffer from its faulty application, *i. e.*, through unsatisfactory apparatus and neglect. Already several unfortunate instances of this might be brought to your attention. In short, through zeal to raise the bacteriological standard of water, coupled with motives of economy, there is danger lest the virtue of cleanliness be overlooked.

Large supplies of clean water are difficult to find in nature, that is, waters that are clear, colorless, and odorless throughout the entire year. Ground waters most often fill these conditions, but even ground waters are not infrequently discolored with iron or impregnated with sulphurous odors. Among

surface waters the Great Lakes, at least, might be expected to furnish clean water. This is usually true of the open water, but even in Lake Champlain, for example, algae growths sometimes pervade the entire body of water. The waterworks intakes of large cities do not extend much beyond four miles from the shore, while most of them are much shorter than this; nor are they often located at depths much greater than fifty feet. The marginal zones of lake water are often turbid at certain times of the year on account of the action of the wind in stirring up silt deposits, the effect of tributary streams, and in some cases the effect of pollution. Even lake water, therefore, requires filtration in order to be perfectly clean at all times, Toronto is thus setting an excellent example for our own large cities.

River waters are always more or less turbid. In some the turbidity is occasional and not serious. Others are perpetually muddy. The attempts that have been made to obtain clean water from streams intermittently turbid are extremely interesting. Perhaps the largest supply taken in this way is that of Baltimore, Md. For some years past the principal source of supply of the city has been the Gunpowder River. The water of this stream becomes intensely turbid after every rain, but it clears with almost equal rapidity, so that between rains it has been possible to obtain a supply of water such that with the aid of sedimentation in the distributing reservoir, the supply furnished the city has been fairly clear. At the present time, however, the consumption has increased to a point beyond the clear water flow of the river. Storage has become necessary in order to keep up the supply, and this means the impounding of the turbid flood waters, which analysis has shown to contain large quantities of colloidal matter beyond the capability of sedimentation to remove. A filter with supplemental coagulation has, therefore, been adopted as an integral part of the plan for increasing the capacity of the works through the construction of a large storage reservoir.

Richmond, Va., has in the past likewise depended upon the clear water run of the James River, excluding the flood flows and pumping only when the water was reasonably clear, but recently a settling basin has been installed, in connection with the use of sulphate of alumina.

More elaborate methods of clarification by coagulation and sedimentation have long been common in the middle west, St. Louis of course being a most conspicuous example. In New England, where the waters are naturally much clearer than below the region of the glacial drift, the stored waters of reservoirs and small lakes often become foul through growths of algae, and even the expensive method of stripping the soil from reservoir sites has failed to prevent these algae growths, though the treatment has been of some benefit during the first years after construction. Smaller supplies of surface water, especially in the granite regions, are often objectionably high colored. It is only by filtration, therefore, that supplies of clean water can be permanently assured, and when it is remembered that all ground waters are practically filtered waters it becomes almost a universal truth that large supplies of clean water can be secured only by passing the water through beds of sand.

The substance that makes water visibly unclean may be divided into three groups, according to their physical condition, viz., suspended matter, colloidal matter, and dissolved matter. If for the moment we disregard the living organisms and consider only the lifeless matter, we find that the three groups are not sharply divided, but that they insensibly merge into each other. Large particles in suspension are subject to the laws of gravitation. They settle readily and are easily removed by the straining and adhesive action of the grains of a sand filter. Under the microscope they have no movement of their own. Very fine particles of matter show under the microscope a vibratory motion, known as the Brownian movement, and the smaller the particles the livelier the motion. Until recently our field of vision has been limited to particles larger than about 0.1 micron in diameter, but by means of the ultra-microscope it is possible to discern particles very much smaller than this. The principle of the ultra-microscope is well illustrated by the illumination of dust particles in the atmosphere by a beam of light. These ultra-microscopic particles have been found to have a very rapid vibratory movement of their own, far more rapid than that of the larger particles, which causes them to stay in suspension for very long periods of time. These are the colloids. By extending our imagination we can conceive of yet finer particles, down to the very

molecules themselves, with velocities becoming almost infinitely great. Such extremes carry us to substances that are said to be in solution, and their assumed enormous velocities helps us to appreciate the phenomena of diffusion, osmotic pressure, etc., even though we may be still ignorant as to the real nature, electrical or otherwise, of the energy causing the particles to vibrate.

To illustrate these three states of matter, we may take particles of silt as representing matter in suspension, particles of clay or iron oxide representing colloidal matter, and sodium chloride, calcium carbonate, etc., matter in solution. Just as there may be both organic matter and mineral matter in solution and suspension, so, too, there may be both mineral and organic colloids.

This somewhat abstruse topic is introduced in order to explain why different methods are needed to purify different kinds of waters. While sedimentation and filtration are the fundamental processes for producing clean water, numerous subsidiary processes are often required. Very coarse suspended matter can be removed by the process of settling. Finer particles demand filtration, while the colloidal and dissolved particles require supplementary processes, usually chemical. The problems of water purification are therefore highly complicated, and while much has been done to solve them, there is certainly very much to be learned, especially in the treatment of waters containing colloidal particles and dissolved organic matter.

To get clean water it is necessary to remove these suspended particles, colloidal substances and colored dissolved matter. Large particles are removed with comparative ease, but as they become smaller the difficulty increases and physical means have to be supplemented by chemical agencies. It is a well known fact that the turbid waters of the central states cannot be filtered clear without coagulation, and it is equally well known in other sections of the country that highly colored waters also require chemical treatment. The combinations of substances found in natural waters are so varied that the problems of water purification are tremendously complex. Methods useful in one case may be inapplicable in another. To choose the best and most economical method or combination of methods in any particular case demands a careful study of many facts, and a consid-

eration not only of probable results, but of costs with special reference to local conditions. Notwithstanding expert advice, the practice of following the leader is far too common. A method perfectly successful in one city is adopted by others only to find that it does not fit the conditions. The styles of water purification plants do not change as rapidly as those of ladies' bonnets, nevertheless waves of popularity occur even in matters scientific. This is well illustrated by the recent history of the septic tank. Taken up from a long career of obscure usefulness, it became famous because of its usefulness in certain places, because of the wide-spread scientific interest in the theory of its action, and it must be admitted, partly because of the obscurity surrounding the work of the mysterious anaerobic bacteria. Visitors from Europe now tell us that the popularity of the septic tank is on the wane—not that it is being abandoned altogether, but rather its proper sphere of usefulness is being found and its use limited to that. Meanwhile other phases of sewage disposal are looming large in the scientific press. Or, to take an illustration from water purification, the preliminary filter of coarse material worked at a high rate is sometimes a useful and appropriate device, but its field of usefulness is extremely limited. The attempt to use it to assist in the removal of colloidal matter while moderately successful is usually more expensive and much less efficient than the use of a suitable coagulant. These waves of scientific interest in this or that process are indications of progress, but the crests of the waves do not measure the true sea level.

The writer believes that the disinfection of water will have a similar history; that when the initial enthusiasm has subsided it will take its place, an important place, no doubt, but one subsidiary to the long-established methods of obtaining clean water,

In connection with all projects for the purification of water the prevention of pollution usually receives prominent consideration, and rightly so. It goes without saying that the greater the natural purity of the water the less work is demanded of a purification plant, and the greater is the margin of safety. It is possible, however, to over-emphasize the relative results that can be accomplished by prevention of pollution, and many do not fully appreciate the func-

tions of the common sewage disposal processes. It is of course desirable that our streams and lakes be kept pure, and this is especially true when such waters are to be afterwards used as sources of water supply. Nevertheless a small amount of pollution can be more readily and efficiently removed by modern devices for purifying water, and, at much less cost, than by the methods of purifying sewage. That it is cheaper to purify water than it is to purify sewage should be apparent to anyone who thoughtfully considers the nature of these two liquids. Where a stream is contaminated it is desirable, from every standpoint, to have some purifying agent between the source of pollution and the water consumer. In serious cases it may be necessary to have more than one such mechanism. But where the pollution is relatively slight it will usually be found safer and cheaper first to filter the water, thus obtaining not only water that is safe but water that is clean.

It is a difficult matter to adjust the equity in sanitary matters between riparian owners. No very well crystallized opinions on this subject exist at the present time, either in the courts or among sanitarians, and this problem is one that is likely to give our American cities much concern in the near future.

In studying the financial advantages of clean water to a community one finds the data very-meagre, surprisingly so when the importance of the subject is considered. In a small volume on "The Value of Pure Water," published not long ago, the writer attempted to show the loss to various communities caused by the use of unsatisfactory water. It was calculated from the typhoid fever deathrates that the losses due to contamination often amounted to \$5 to \$15 per million gallons for ordinary upland surface waters, \$10 to \$50 for slightly contaminated waters with good storage in lakes or large reservoirs, \$25 to \$100 for slightly contaminated river waters with little or no storage, and \$50 to \$200 for badly contaminated river waters.

All of these losses might be prevented by the use of suitable methods of purification, and, when it is considered that the cost of this seldom greatly exceeds \$10 or \$15 per

million gallons, it is clear that such works are more than justified, and form a highly profitable business venture.

It was shown also that the use of hard water entails serious losses to the consumers, and that such losses may vary all the way from 0 to \$30 or even \$50 per million gallons according to the hardness of the water. Water softening is more expensive than ordinary filtration, and therefore the balance in favor of this process is less, and in many cases the cost of water softening is perhaps not justified on economic grounds. Where, however, the hardness of the supply exceeds 250 parts per million, and perhaps in some cases where it is even less than this, softening may be a good business venture. \* \* \*

That an abundant supply of clean, safe water is a valuable asset to any community would not seem to demand proof, but when year after year bond issues for new water supplies or for the installation of filters are turned down by popular vote, when city councils continue to postpone action in spite of known facts in regard to uncleanly and unsanitary conditions, it is evident that the full significance of the subject is not yet appreciated. It would seem certain that there could be no higher standard than that involving the lives of the people who have to drink the water; yet if one may judge from the action of some cities this standard is placed below the financial one, while both are sometimes allowed to give place to political considerations.

Notwithstanding many instances of this nature it is very gratifying to see how rapidly the water supplies of this country are improving. When one considers the number of filter plants in operation today, as compared with ten or fifteen years ago, the progress is truly remarkable. The cities of the middle west have done not a little to forward this movement. Louisville and Cincinnati will be long remembered as the places where mechanical filtration first received adequate scientific study, and Columbus will be noted for the first large installation of a municipal water softening plant. Associations like the Central States Water Works Association can do much to advance the cause of clean water, thereby making our cities better places in which to dwell.



# The City's Duty to Its Trees

By William Solotaroff

Secretary and Superintendent of the Shade Tree Commission of East Orange, N. J.

(Concluded)

The care and preservation of existing old trees in a city is sometimes of greater importance than setting out new ones. In addition to the trees planted by the Shade Tree Commission there are in East Orange 11,000 old trees which are under its care, custody and control. In the pruning of the trees, as in the planting, the street is treated as a unit. All the trees are pruned to a uniform height, a height that will permit the unimpeded passage of vehicles and allow all street lights to be seen at night.

The lack of care of trees in the matter of placing guards around them, the leaving of short stumps in pruning and other neglects cause mutilations of the trunk and stems of trees that need attention. Tree surgery, therefore, forms one of the important divisions of the care of trees. Cavities in trees, no matter how caused, are thoroughly cleaned of all decayed wood, painted with tar and filled with cement.

The filling follows the contour of the trees. The cement, however, is not filled flush with the outside of the tree, but is brought up to the cambium layer. The new growth of wood forms a callus around the border of the filled cavity, and in time the bark rolls over the cement and covers it entirely, leaving no trace of the cement exposed.

The most important work by far in the care of trees is the extermination of the insect pests that annually threaten to injure and destroy city trees. From the time the foliage appears in the spring until the fall there is the cry in all parts of the country: "Can't something be done to save our trees?" The annual destruc-

tion of trees by insects is enormous. If they are not entirely killed they are defoliated by caterpillars, and lose their usefulness for a season.

Some of the most important insect pests that have been successfully controlled by the Shade Tree Commision since its organization are the tussock moth, attacking the American elm, the American linden, the white maple and the horse-chestnut; the cottony maple scale, attacking the white maple; the woolly maple scale, attacking the sugar maple; and the elm leaf beetle, attacking the elms.

What can be done by a properly organized shade tree department was shown in East Orange in the campaign against the elm leaf beetle. Although the ravages of this pest were very great in northern New Jersey during the last three years, all the street trees of East Orange and many on private property were saved by timely spraying.

In 1909 and 1910, during the month of March, the Shade Tree Commission issued a circular to the citizens of East Orange having elm trees on their private property, which gave a life history of the elm leaf beetle and pointed out that the only effective way to control the pest is to spray the foliage with arsenate of lead as soon as the leaves unfold. The Shade Tree Commission offered to spray elm trees on private property at the rate of two dollars a tree. Many property owners responded and a number of elms on private property were sprayed. Some people, however, neglected their trees, and in midsummer it was striking to see the contrast between



GASOLINE POWER SPRAYER USED BY THE EAST ORANGE SHADE TREE COMMISSION



**CONTRAST BETWEEN SPRAYED AND UNSPRAYED ELMS ATTACKED BY THE ELM LEAF BEETLE**

Tree on the left sprayed with arsenate of lead on May 18, 1910; tree on the right, 25 feet away, not sprayed; view taken September 2, 1910

sprayed and unsprayed trees. Those trees on the street and on private property that were treated retained their foliage throughout the season, while the unsprayed trees, in many cases less than fifty feet away, were completely defoliated.

The Shade Tree Commission of East Orange passed ordinances relating to the planting, protection, regulation and control of street trees, and prescribed fines for the violation thereof. These ordinances have been extremely efficient in securing the protection of shade trees.

I will cite one example of the way in which a shade tree department can safeguard the interests of the property owners regarding their trees. During the summer of 1910 a large number of street trees in East Orange were killed by a leaking gas main. The Shade Tree Commission took up the matter with the Public Service Gas Company, and the latter agreed to repair the damage according to the following specifications:

1. Remove the dead trees with their stumps, bringing the sidewalk up to grade where said stumps are removed.
2. Dig or spade up the soil along the tree-planting strip between the curb and the sidewalk at such sections as may seem advisable, keeping the soil loose until frost sets into the same in the autumn.

3. Set out new trees, 35 to 40 feet apart, except where such distances are interfered with by the existence of live trees, the removal of which is undesirable. Trees to be four to four-and-a-half inches in diameter at a point one foot from their bases, clear of branches to a height of seven to eight feet, and in all about twenty feet tall. Holes for trees to be eight by five feet by three feet; the existing soil to be removed and new top soil supplied. Trees to be staked to stakes 15 feet long and driven to a depth of three feet; to be tied to stakes by means of  $\frac{1}{4}$  inch manilla rope slipped through  $\frac{3}{4}$  inch rubber hose. Trees to be supplied with guards of wire mesh,  $\frac{1}{2}$  inch square mesh No. 16 wire; guards to be six feet high and ten inches in diameter; collar of  $\frac{3}{4}$  inch rubber hose to be placed inside of guard at top.

4. Cultivate, mulch and fertilize new trees for a period of three years after planting.

5. Replace any new trees which die within three years.

The question most frequently asked by correspondents is what steps to take to secure the establishment of a shade tree department. The most essential thing is public sentiment in its favor. There are always some people in every community who see its needs, and these have been most instrumental in securing the provision for planting and care of trees. Councilmen are usually reluctant to take the initiative, and



EFFECT OF UNIFORM PRUNING OF STREET TREES  
Girard Avenue, East Orange, N. J., planted with red maples

it requires the pressure of the press, prominent citizens and societies to obtain the proper ordinances creating a shade tree commission.

The plea of economy is usually given as an excuse for not favoring a provision for the care of trees. Money seldom yields greater returns, however, than when wisely expended for the planting and care of trees. The first cost of planting shade trees is very small compared with other assessments for street improvements. It costs the abutting property owners on the average about \$3.85 per running foot for the macadamizing of a street having a thirty foot roadway, and for the guttering, curbing and laying of a four foot sidewalk. The distance at which street trees are set is almost forty feet. The assessments of the Shade Tree Commission of East Orange for furnishing and properly planting a tree, staking it and supplying it with a wire guard averaged \$3.75 per tree. This makes a tree assessment less than 2.5 per cent of the cost of the improvement of the roadway proper. While the use of the road will cause it to deteriorate and it will need repairs, the trees when properly cared for

will thrive and grow. Their first cost of setting out will become insignificant when compared with their increased value a number of years after planting.

The increase in the value of large trees by proper pruning and by the prolongation of their lives resulting from the extermination of insect pests is incalculable.

No matter by what legislative provision a town or city establishes a shade tree department, to secure the best results in the planting and care of trees there must be one official, a trained arboriculturist, to carry out the duties which a shade tree department demands.

The laws of New Jersey and Pennsylvania, for example, provide for the establishment of commissions to have the control of trees along public highways. The commissioners serve without pay and are usually busy men; so that it is not to be expected that they will be able to devote much time to the details of a tree department. As provided by law a shade tree commission makes a splendid organization but there must be a competent arboriculturist, "forester," or superintendent to have charge of the details of the department.



# Park Lighting

By E. Leavenworth Elliott

Editor of "The Illuminating Engineer"

The remarkable spread of the movement for decorative street lighting must inevitably result in better public lighting of all kinds. Its influence has already been felt in directing attention to the generally inadequate lighting of public parks. In many cases parks are today somewhat in the same condition that streets were a couple of hundred years ago so far as illumination is concerned; only the main thoroughfares are lighted at all, and in the case of parks in large cities the bypaths and walks are often a rendezvous for the criminally inclined and the immoral, so

quite distinct from the lighting of streets and open squares. The presence of trees and shrubbery presents one serious difficulty in the problem, and the question of distributing the illuminant another.

The recent improvements in electric lamps, together with improvements in the construction of underground conduits, have so increased the practicability of modern electric light for park illumination that it undoubtedly stands foremost among illuminants for this purpose.

Except for malls and lakes, small units are by far the most desirable in park light-



THE SHERMAN STATUE AT AN ENTRANCE TO CENTRAL PARK, NEW YORK

that they are little used by the majority of those for whom they are intended.

A park is essentially a summer institution, being of comparatively little use in winter. It is in the hot summer evenings that its use is most beneficial to the people who are unable to get out of the city for rest and recreation. Anything, therefore, which curtails the use of a park during the summer nights is a very serious limitation of its value to the public. A park must be as safe from personal violence and as free from immorality as the best business or residence streets, or it is falling short of fulfilling its chief end. This condition can be secured only by the use of artificial illumination equivalent to that which is provided for the regular thoroughfares.

The problem of park illumination is

ing, the object of the illumination being best secured by placing units of moderate light power at all points which, by reason of shadows of foliage, might become danger spots by night. The tungsten electric lamp is an ideal light source for this purpose, being highly efficient, long lived, capable of artistic treatment, and controllable from one or more single points, as may be desired.

It is needless to say that overhead wiring is out of the question for this purpose, both on account of its unsightly appearance and difficulties in the way of installation. There is now manufactured a small steel armoured flexible cable that can be laid underground with very little cost. A single furrow turned with a plow (where this can be done), or a shallow ditch made

by turning back the sod with a spade where horses cannot be used, furnishes the necessary trench. The cable is then laid along the furrow or ditch and the sods put back in place. If this is done with reasonable care, there will not be even a mark left showing where the cable was laid after the first rain. Lamp-posts for such cable are furnished with the necessary safety and controlling devices contained in the base and closed with a small locked door. By a judicious distribution of lamps in this way a park can be so lighted as to make it as easy to police as a city street, and

where a fatal automobile accident resulted from the chauffeur's eyes being dazzled by an unshaded electric lamp ahead of him. Nothing is more annoying than a bright light shining into your eyes at any time, and especially when you have gone out into a park to rest, eye rest being quite as important as mental or bodily rest.

For lighting malls which are used for out-of-door sports either the flaming arc or magnetite arc lamps are the best light-sources available at the present time. The former is somewhat more efficient and gives a larger volume of light than the latter,



THE MALL, CENTRAL PARK, NEW YORK

therefore safe and available for those desiring to use it for the legitimate purpose of rest and recreation.

The fact that the tungsten lamp is much more efficient than the old form of carbon filament lamp carries with it the necessary condition of much greater brilliancy; that is, it is much more dazzling to look at. For this reason it should be provided with some form of diffusing globe. Clear glass sand blasted or some of the newer forms of opalesced glass are best adapted to this purpose.

A new type of translucent glass sold under the trade name of Alba, is especially worthy of mention as it gives excellent diffusion with a minimum loss of light. Bare electric lamps are not only garish in appearance and annoying to those sitting near them, but are a positive menace to traffic. A case was reported recently in Brooklyn

but requires much more frequent trimming; so that, so far as cost of maintenance is concerned, it is a question of cost of labor compared with cost of electric current, and must be decided by the local conditions affecting these two commodities.

Of greater interest regarding these lamps is the fact that by their use the largest grounds of this kind can be sufficiently lighted to permit all manner of out-of-door sports to be carried on quite as well by night as by day. Baseball parks have been successfully illuminated for night playing in Cincinnati, Pittsburgh and Chicago, and a still more remarkable achievement of this kind was that of lighting a part of Lincoln Park, Chicago, large enough to accommodate the maneuvers of several troops of soldiers, a military tournament having been successfully carried out there last summer. The novelty of a night exhibition of this



THE MALL, CENTRAL PARK, NEW YORK

kind in itself added enormously to the attraction, as many as 60,000 spectators being gathered on several occasions. The possibility of night sports by artificial illumination may have some bearing upon the question of Sunday baseball where that is an issue.

The illumination of lakes that are used for skating in the winter can be accomplished by the same means.

Beside electric light two other illuminants are available—gasoline and acetylene. The former has been used to a considerable extent for this purpose, and, with the improved mantle lamps now on the

market, can be made to give very satisfactory results; in fact, so far as the actual illumination is concerned, it will give quite as good results as electricity. The lamps, however, require daily attention to light and extinguish and are not so reliable in performance as the electric lamp. These, however, are mere limitations which are not by any means prohibitive. On the contrary, with proper care and attention, gasoline affords an entirely satisfactory method of lighting so far as illuminating results and appearance of the fixtures are concerned.

Acetylene, though available, has been very



THE MALL, CENTRAL PARK, NEW YORK



ILLUMINATION OF GRANT FIELD, CHICAGO, FOR MILITARY MANŒUVRES IN THE EVENING OF A SANE FOURTH OF JULY

little used thus far. Like gasoline it demands daily attention and is somewhat more expensive to maintain.

A new illuminant which may figure in such lighting in the near future is Blau-gas. This is simply a specially prepared illuminating gas condensed by pressure into liquid form and distributed in steel cylinders, as carbon dioxide is distributed to soda fountains. These cylinders are attached to any desired system of gas pipes, and the liquid is allowed to escape through a pressure regulator, thus furnishing a supply of gas. It is only just beginning to be marketed in this country, and so is in the experimental stage. It is a German invention, and has apparently demonstrated its practicability by tests made in that country. It would be a simple matter to enclose a tank of this gas in the base of a lamp post and so supply gas for a mantle burner for a number of weeks.

Besides its utilitarian purpose park lighting can be made to add very materially to the appearance of a park, both by night and day. A great deal of attention

has recently been paid to the design and construction of artistic lamp standards, and these can now be had in a great variety of forms and designs, varying from the simplest cast iron posts to the elaborate standards with sculptured bases or concrete columns that form a remarkably close simulation of real stone pillars. It will be readily seen how a row of such standards flanking a parkway or drive on either side would add to its elegance by day and still more to its appearance by night. Lamps scattered throughout the park bring out in vivid relief, like a stereopticon picture, the trees and objects in their immediate vicinity.

It is a common expression that "parks are for the people." They therefore perhaps more than any other public institution represent a city's ideas of civic pride and spirit of humanitarianism. They supply driveways for the equipages of the wealthy, and walks for the humblest of the poor, and should be so equipped as to subserve all of their purposes; and this can only be accomplished by a liberal and judicious use of artificial illumination.

# Laboratory Method of Teaching Citizenship

By Wilson L. Gill, LL.B.

President of the Patriotic League, and Originator of the School City

For many years the schools endeavored to teach chemistry by means of lectures and experiments by the professor, and text-books and recitations by the students. At last it was discovered that this academic method was but a waste of time, energy and money. The students were then put to work with chemicals in the laboratory; then they learned chemistry.

The process of the ages, passing the

take possession who were smart enough to command the votes of those who go to the ward leaders for orders as to how they shall vote, as they do to the foremen in their shops for direction for their daily work.

We must so train those who are to be the educated men and leaders in business that they will perform all their civic duties, and those who are to work under foremen so that they will think and act for them-



MR. GILL ADMINISTERING THE OATH OF OFFICE TO THE OFFICIALS OF A SCHOOL CITY

spirit of liberty from generation to generation, and developing the practice of democracy as the times went by, came gradually to an end when the steam engine and machinery separated men from their families through the whole working day.

Colleges and high schools attempt to teach citizenship by means of lectures, text-books and recitations. This has not prevented college bred men and men who take the initiative in business, with few exceptions, from refraining from taking their part in primaries, local elections and jury duty. So far as they are concerned the local political field has been free for any persons to

selves in all civic matters, and never under orders of ward leaders or bosses.

In 1897 an experiment in a New York vacation school of 1,100 Russian-Jewish children from five to fifteen years of age revealed the fact that laboratory work in citizenship is practical, and gives immediate good moral and civic results with children, even the youngest who go to school.

Since that time our government has tested the method on a large scale, with most satisfactory results, in Cuba, where, under orders of the Military Governor, Gen. Leonard Wood, 3,600 school rooms were organized as little republics. Some

schools in every state of our Union and in a number of foreign countries are using the method successfully.

The spirit of the method is that of democracy, which is expressed in the Golden Rule. The children are taught to make laws, to carry them into execution, and to adjudicate them.

There are many variations of the plan, but by the one which experience seems to

er's relation is the same in both cases. Laws and judicial decisions, like mathematical demonstrations, must have the teacher's approval.

Civic conditions in every part of our country call for such an improvement in the method of teaching morality and citizenship. Every man, woman, boy and girl is invited to enroll as a friend of this cause in the School City League, which is



WHEN IT COMES TO "PLAYING HOOKY," YOU CAN'T FOOL THE SCHOOL CITY POLICEMAN;  
FOR HE'S A BOY HIMSELF, AND KNOWS THE ROPES

All efforts for years by the New York City school authorities could not reduce the average daily number of unexcused absences in a certain large school below about 25. Within two weeks after the organizing of their School Republic, the children themselves reduced it to an average of two.

indicate is the most simple and best each room is considered to be a little city. Each child is a citizen and all have the same rights. The citizens elect a mayor, judge and president of the city council. All the citizens in the room are members of the council. A brief code of laws (about 27 printed lines) is suggested and always accepted. No more officers are necessary, though they may have more if they wish.

Just as the pupils are independent in solving the problems of mathematics, so they are in solving those of their own social relations and government. The teach-

the sustaining branch of the Patriotic League, of which Lyman Beecher Stowe is secretary and the following named men are the council: General James A. Beaver, Admiral George Dewey, President Faunce of Brown University, Judge Ben B. Lindsey, Professor Kirchwey of Columbia University, former Vice-President Levi P. Morton, Gifford Pinchot, Rev. Thomas R. Slicer, Dr. Josiah Strong, Major General Leonard Wood.

The enrollment fee is 25 cents, which please send to the School City League, 29A Beacon Street, Boston.



# The Conning-Tower

Arthur H. Grant, Editor

## In Which Group Are You?

A wise man once said that the three obstacles to progress were Ignorance, Incompetence and Indifference, and that the last was the worst. Think it over and you'll agree with him; for indifference keeps those who don't know from gaining knowledge, and prevents those who do know from applying their knowledge practically. It was indifference that caused you (this applies to perhaps eighty per cent of our readers) to decide not to read through the masterly article by Mr. Whipple on page 161, although every sentence in it is perfectly comprehensible to the nontechnical reader, and although it deals with a problem that intimately concerns the life of every city dweller. It is indifference that will prevent eighty per cent of those who did read it from even taking the trouble to find out whether the water that they drink is clean, and still more from doing anything to secure a better water supply. Yet tomorrow the sword of Azrael may flash in your household, and the officiating clergyman will blasphemously attribute to an act of God what was the inevitable result of man's inaction and indifference.

## A Case In Point

In 1907 Cincinnati began using water from a new plant which cost \$11,000,000, every penny of which was begrimed by many of her citizens. In the three years preceding the change there were 664 deaths from typhoid and 563 from other intestinal diseases. In the three years following the change, with an increased population, there were only 133 deaths from typhoid and 246 from other intestinal diseases—a reduction of 80 and 56 per cent respectively, with a total of 848 lives saved by pure water. And these figures do not include diseases of which impure water is an indirect cause, nor do they take account of the thousands of cases of illness that did not result fatally but which involved enormous economic loss and physical and men-

tal anguish. If it hadn't been for indifference Cincinnati would have had the new works three years sooner, and the lives of a thousand of its citizens and their children would not have been needlessly sacrificed. When Cubans were dying by hundreds in insanitary concentration camps we lacked words to express our feelings in regard to the Spanish rule responsible for these "atrocities." When our army started to free Cuba from this thrall, and our volunteer soldiers were dying by scores in insanitary military camps in our own country we found words—forcible ones—to express our opinion of the incompetence of the military authorities. Yet in that same year, impure water in our towns and cities slew so many thousands that the deaths in concentration and military camps were as nothing beside them. Yet no outcry went up—save from the agonized hearts of mothers and fathers and husbands and wives, too faint a sound to be heard amid the din of business and politices.

## Who Is Responsible?

You are! "I am?" you say, "why I haven't anything to do with our water system." That's just the trouble—you haven't, but you ought to have, because you are one of the most intelligent, progressive members of your community, or you wouldn't be reading this magazine. Heretofore you might have been able to plead ignorance; but with Mr. Whipple's article in your hands you can do that no longer. "But the matter is entrusted to our city officials." Yes, with the threat that they'll never be reelected if they raise the tax rate. But who are your city officials, your councilmen whom you elect to attend to such matters? Are they your picked men, put in an office that it is an honor to hold, and assured (as in Great Britain) of indefinite reelection so long as they serve you well? Or do you let party bosses pick the men who will best serve them—not you and the city? Do you pay your waterworks superintendent enough to make it worth his while to stay

if he's a first rate man? Is he independent of changes of administration, or does the sword of Damocles hang always above his head and urge him to political rather than to professional activity? Have you urged that a waterworks specialist of high standing should be consulted? Or is it not true that you have been indifferent, too engrossed in your private affairs to consider the affairs that concern you as a citizen? In this country the man with a vote is ultimately responsible, and cannot honorably evade his responsibility, though most of us have been trying to do so.

But a soprano reader says: "But I haven't any vote." That may be your temporary misfortune, madam; and it may be the misfortune of your city; but so long as the majority of women's clubs devote their energies to subjects of mere intellectual calisthenics, as they now do, to the exclusion of subjects that intimately affect the lives of their children and themselves, there seems to be no inherent probability that the votes of women would be more effective than those of men in bringing pure water to our cities and towns.

"But our city's water supply is owned by a company, and they will not make the improvements necessary to give us pure water." If that is true, get your next grand jury to indict the officials for manslaughter, and move heaven and earth to get their charter annulled. But in the great majority of cases that have come to our attention the statement would not be true, at least it would be only a small part of the truth. If you are holding over the company's head the threat of a short franchise you cannot fairly expect it to make costly improvements for which it cannot be reimbursed during the life of the franchise. Or if you regulate by law the rates which can be charged you must expect to get water that is worth only that rate. You can by law fix the size of a baker's loaf or the price of it, but you cannot compel a baker to furnish a loaf of specified weight for a specified price. What is true of dealers in bread is true of dealers in water,

and the situation is not altered by the fact that one class of dealers has to have a franchise while the other doesn't.



#### Cost—Relative and Absolute

But to return to the case where a city owns its plant. The prime objection is that of cost. We are told that purified water costs more than unpurified water. It does—absolutely; relatively it does not. A man who was allowed to go by an employer who thought he demanded too high a salary was asked by another employer why he was no longer with P——. "He said he could not afford to keep me," was the reply. The employer answered: "No, he could not afford to let you go, but he didn't know enough to realize that. Take off your hat and go to work at the salary you've named." That's the trouble with many of our cities—they say that they cannot afford pure water, and don't realize that they cannot afford not to have it. The mere money toll levied by sickness and death caused by impure water would pay the interest on the necessary bonds and provide the money to pay them off in so short a time that bond buyers would hardly care to bother with them. It's the cheap man that's the most expensive; and it's impure water that's the most costly in the long run.



#### Keeping Water Clean

Even after pure water is secured the battle for health is only partly won. If that water is drunk, as it still is in a majority of schools, factories, stores, etc., out of drinking vessels that are used indiscriminately by the healthy and the diseased, it will again become fouled by the very germs from which it has been freed at great expense. School authorities especially are under obligation to protect the pupils from such contamination, and the responsibility of employers is little, if any, less. Expense? One case of illness costs more than the installation of a germless drinking fountain.



# Inexpensive Homes of Reinforced Concrete\*

By Milton Dana Morrill

The inexpensive sanitary home is an essential element in the solution of the problem of congestion. We cannot spread our population unless we can furnish suitable homes within the rent-paying power, or better, within the purchasing power of our masses.

To spread our population we may build dwellings of the two-story apartment type, homes in blocks or two-family houses, but these are only compromises. The detached house with a small plot of ground is the ideal, and my work and study have been directed to make the realization of this ideal possible.

The need of inexpensive and sanitary homes is everywhere apparent, and it has seemed to be a problem worthy of our most serious and careful study. Concrete has seemed the material presenting the greatest possibilities from the standpoint of sanitation, permanency and economy. I have searched for the least expensive form of habitation, and find that the box-shaped house requires the least wall area to enclose a given space. The idea of a box-shaped house is not attractive to us, but why cannot this form be made beautiful? We see carved and decorated jewelry cabinets which are exquisite; why can we not design attractive homes within similar lines, being guided more by the law of common sense, fitness and beauty than by precedent in following an architectural style which at best cannot be suitable in structural forms so changed?

We architects are so wedded to traditional forms such as cornices, columns and arches, that we are likely to employ these in positions where they serve a decorative rather than a constructive function.

Is there any reason why structures *cannot* be designed in the simplest and most natural forms for the material, and still be beautiful in proportion, line and color? *Cannot* honest construction be made decorative and beautiful without requiring a masquè of false architectural detail or an imitation in materials?

\*A paper presented at the Second National Conference on City Planning.

It has seemed to me that in cement work we have been designing in styles suited for wood or brick, and constructing in concrete with shapes unsuited and unnatural to the material in hand; this has, of course, made work difficult and expensive.

In my work on inexpensive homes economy compelled me to put out of mind all architectural development and to go back to first principles and to primitive habitations. Everything in daily use has been standardized, books are of uniform size, bookcases are arranged in unit sections, and the principle of standard forms has reduced cost and labor to a tremendous degree. Why cannot this same principle be applied to houses?

Individuality is perhaps sacrificed by standardizing homes; still is not this a possible solution to the problem which confronts us, and cannot standard houses be designed which will be vastly superior to our present cheap habitations?

For a group of those houses the fireplaces, stairways, sinks, iceboxes, etc., are of a standard type, and steel moulds are made for these. To make an attractive mantel it is only necessary to lock together the standard moulds and pour, the whole being made at a quarter the cost of our less substantial wood fixtures.

One of my designs is so arranged that it can be built in sections almost as a bookcase is put up, being complete in four, five, six and seven-room dwellings; and any number of rooms up to twelve can be made or added with no alteration.

Passages and halls have been eliminated, leaving all space available for occupation. All rooms have light on two sides. One chimney must serve, and convenience and economy in housework is of the first importance.

In the construction of concrete houses I have found that for the walls cast in wooden forms the cost of lumber and carpentry labor was three times the cost of the concrete itself. It was necessary that this waste be eliminated if we were to build in this material. A standard sectional steel mould equipment seemed necessary.

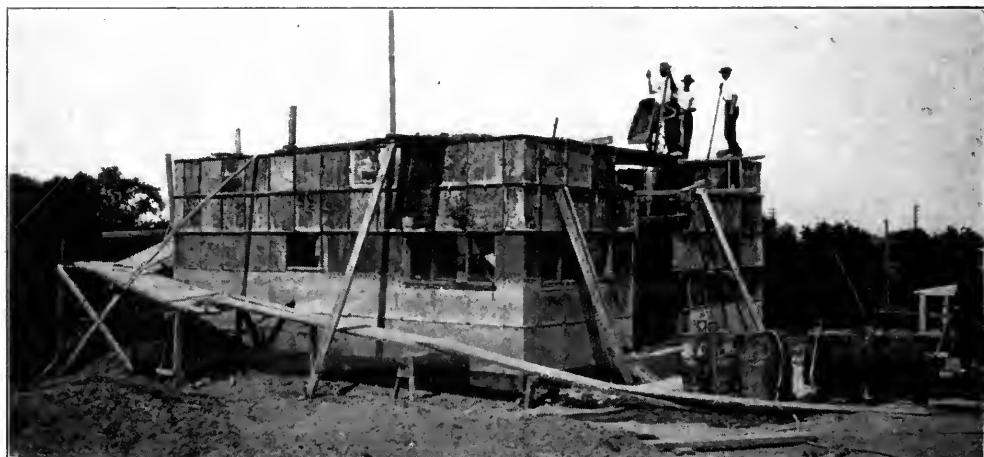
and I have studied and experimented for a year to evolve an equipment which eliminates all carpentry labor and lumber waste.

Light flanged plates of pressed steel are clamped together and form a continuous trough around the walls and partitions. This is filled with wet concrete, which is stirred and allowed to set over night. The plates are two tiers in height, the lower tiers being loosened, cleaned and swung on top by hinged rods each day. The plates are oiled so that a perfectly smooth wall is left, requiring no plastering, a slightly raised pattern being formed at the joining of the plates, which are two feet square; and

erection is simply and quickly accomplished and no skilled labor need be employed.

A model house was shown at a competition for inexpensive sanitary workmen's homes held at the International Congress on Prevention of Tuberculosis, and was awarded first gold medal, but many sceptics doubted the practicability of the scheme, and I thought the best plan was to construct a house along these lines.

This house, which is in Brentwood, Md., near Washington, has very little wood except the window sash and doors. The walls are 8 inches in thickness, the floors are 4.5 inch slabs, reinforced in both directions.



POURING A HOUSE AT VIRGINIA HIGHLANDS, VA.

the cement spacing blocks to which the plates are locked show rosettes cast in each end. This forms an interesting decoration, and allows the walls to remain as left by the mould unless a brush coat of white cement is put on to give a uniform finish and to afford a protection against dampness.

In cold climates inexpensive insulating boards are bedded in the middle of the walls to prevent condensation and transmission of heat. The floor centering is made up also with these plates, posts being wedged up under for support.

The equipment for house building costs about \$400, and the saving on a single building is more than this amount. All parts are of pressed steel and practically indestructible. There are only eight different parts required for house building, and all joints are held firmly by wedges, so that

one carload of Portland cement sufficed for construction.

Thoroughly to clean a room a hose is used, the cement floors being graded to plugged tile spouts discharging on the lawn. A small wood strip is laid in the border so that rugs or carpet can be tacked in place if desired. All corners are curved, and all fixtures are bracketed from the wall, which leaves no places for the shelter of dust, vermin or insects, and facilitates in cleaning. The possible omission of insurance and repairs and the general indestructible character would make this type especially suitable for rented houses.

The waste heat from the kitchen range warms the house through circulation of hot water, being so built that in summer an inside firebox cuts off the house heating system. All fixtures such as kitchen sinks and

washtubs, lavatory and bathtubs are cast in concrete and given a very smooth cement finish.

An enclosure for the garbage pail is left under the washtub, which has an outside screen door for ventilation and removal. This is also arranged to be flushed out.

For the water supply a concrete tank is built in the top of the bathroom, which is filled from a small force pump at the kitchen sink. In some of my plans I have graded the roof to a sandbox filter connecting with the tank, so that rainwater may also be stored and used.

The windows are of a casement type, swinging out, with no trim, but with a stencil border, the sash being hinged to simple metal strips, which form a weathertight joint. In some buildings my plans contemplate a window sliding sideways into a wall pocket, the screen being locked to the sash so that when the sash is removed the screen follows, closing the opening.

The building has no exterior ornamentation, as the flowers and vines in the window-boxes give the best of decoration and color. The flower-boxes (of course they are of concrete) now contain small cedar trees which we gathered near the site; the vines are the wild honeysuckle which grows in such fragrant tangles all about.

It is difficult to base an estimate of cost on construction of this first house, since



GERM-PROOF HOUSE AT BRENTWOOD, MD.  
Can be flushed out with a hose, the only woodwork being  
the sash, doors and ornamental lattice

the moulds and superintendent's time have been charged against it, but it can safely be estimated that these houses in groups can be built at between two hundred and three hundred dollars per room.\*

Construction is now started on a group of two-story three-room apartments for the Modern Homes Company of Youngstown, Ohio. This will be the first wholesale undertaking of this type.

Tentative plans have been prepared for a group of model two-story, three-room apartment buildings for the Octavia Hill Association of Philadelphia, Pa., the kitchen fixtures, sinks, icebox and closet, which are to be of cement cast in steel moulds, occupying one end of the living room so that by light washable curtains these can be screened when not in use. Bathrooms are interlocking in plan so that no space is lost. The contractor's estimate in concrete was \$900 per apartment, or \$300 per room, fire-proof and sanitary; in brick, \$1,100. These can rent for from \$8 to \$10 per month. The group will comprise ninety buildings.

Plans have been prepared for quite a

\* As this paper was written nearly a year ago, Mr. Morrill was asked for more recent facts as to cost. In his reply he says: "The last houses we built, the actual cost per room was \$247. These houses were built one at a time, and the concrete was mixed and conveyed and placed in the wall by hand; but with our new system of spouting, together with mixing by machinery, we have already been able to reduce the force of workmen to four men and a foreman (ten previously), which naturally reduces cost. The next houses we build we shall do three at a time, and consequently expect to get the cost down to about \$200, certainly not over \$225 per room."



SINK, WASH TUBS AND PUMP FOR WATER SUPPLY  
IN CONCRETE HOUSE  
Door under tub for garbage pail with screen door outside  
for ventilation and removal

group of the five and seven-room homes to be constructed by the Mount Hope Finishing Company near Fall River, Mass. In these houses every room has windows on at least two sides, and all are arranged in such a way that they can be built as double houses, or in block, where land value prohibits the detached house.

While single homes can be constructed along the lines of these designs, the great economy by wholesale building makes it desirable to construct in groups so that they can be almost entirely machine made. Just as in our clothing tailor-made suits can only be afforded by those whose salaries

The coal is hoisted by a simple chain block attached to a swinging davit, and is dumped through a hole in the room to a large pocket, from which it feeds by gravity into the firebox of the stove, the ashes falling into a pit and being removed from an outside door. This is simply the application of the equipment of large plants to the home. This stove combines in one compact fixture cooking range, house and water heater and gas stove.

The garbage is placed in a cast iron chamber in smoke flue, and after drying is dumped into firebox by damper.

Fire places in each room have flues about the smokestack, forming a natural ventilation.

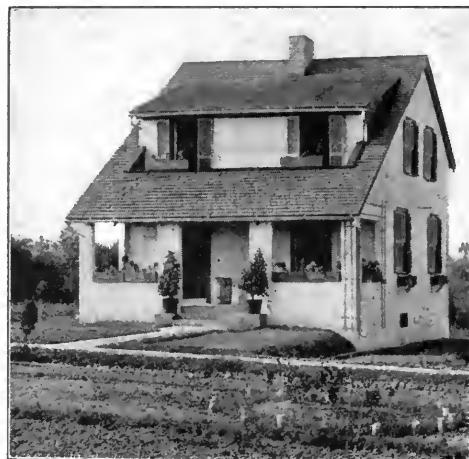
The icebox, which is filled from the outside, is arranged for use as a fresh-air closet, doing away with the need of ice except in hot weather. This is also arranged to be flushed out.

An attractive feature of the house is the roof garden and sun room, forming out-of-door bedrooms, divided by use of movable screens.

Window-boxes form an inexpensive decoration.

We cast our walls for two-story buildings eight inches in thickness, and you can realize how far a cubic yard goes in this thickness. With the steel moulds we can place this for \$5 per yard so that a wall (the side of a room) 9x12 feet will cost but \$10.

Good cinder concrete gives ample strength for walls of these houses, and at Virginia Highlands (near Washington) we are using the waste from manufacturing plants nearby. It is possible in this work to take the material which has been thrown away as useless and make something useful and beautiful with it.



POURED HOUSE AT VIRGINIA HIGHLANDS

Six rooms equipped with furnace heat, hot and cold water and bath. Selling price on fifty foot lot \$2,600.

warrant it, so in our homes the specially designed and built house is only within the reach of comparatively few.

The following are a few of the special and, for the most part, new features which have been incorporated in the prize design.



# Current Development of Municipal Recreation

By Everett B. Mero

We have arrived at a result producing realization that there is more in the public playground idea than just play for children, important as that conception is and very likely always will be. All of us are coming to know that playgrounds, and recreation facilities generally, belong in the plan for civic government quite as much as schools and good roads and water supplies.

The interesting development of special importance for the future permanency of the movement on a sane basis is the tendency to create city departments to assume charge of all provisions for the recreation, play and physical welfare of—not children only—but all inhabitants, young and old.

Philadelphia is the first of the larger cities since Chicago to accept officially the idea in its present day form. Milwaukee has an interesting method for a Department of Public Recreation and Social Education more comprehensive than that of most cities. Columbus has had a Department of Public Recreation in operation since last August. Boston's City Council passed an ordinance in February to create a park and public recreation department by consolidation of four existing departments: parks (and playgrounds), baths (and gymnasiums), public grounds and music. The department would also have charge of public celebration of holidays. The form of the ordinance did not meet the Mayor's approval and he vetoed it, so that the matter might be considered on a different basis, intended to insure a general reorganization of recreation service, as well as a consolidation for economic purposes. At this writing the plan is proceeding on this basis. St. Louis and Pittsburgh are working out plans on lines suited to local conditions. Los Angeles long ago adopted the comprehensive idea as its working principle. Chicago, while not having centralized administration, has adopted the principle of year round service to all people by various methods, conducted according to a systematic policy to cover playgrounds, gymnasiums, social features, and the multiplied activities of its famous recreation parks.

Numerous cities have playground commissions, which is proper recognition so far as it goes.

The current conception of public recreation service does not mean less attention to children, but it does mean a more complete plan which will provide for all ages according to their needs. And it means not only creation and development of playgrounds, but wiser use of other means for recreation—parks, rivers, lakes and harbors, schoolhouses and other public buildings and land.

With so many young men and women, from both foreign and native stock, who cannot or will not or do not know how to use their free hours properly, and who make such woeful blunders in trying to find out how to have "good times"—with these conditions so evident there is ample chance to show them. They are willing enough to look, listen and learn. An intelligent guidance of the observation of public holidays is almost reason enough for such recreation departments as are being developed in progressive cities of the United States.

Not only is municipal provision of facilities to meet such needs a duty as American town and city life goes nowadays, but it is a seven day proposition. So there comes a noticeable change in official and popular minds concerning how Sunday time may be used with official approval. The change is increasingly toward allowing the use of established means for rational exercise and recreation on that day as well as on week days, where restrictions have previously been imposed. Baseball of the right sort and under right surroundings may within a few months become a legal Sunday afternoon pleasure even in New England. A dozen bills were introduced for this purpose in the Massachusetts Legislature this year. This tendency does not mean advancing the business of professional baseball; it means baseball for those who want to play it for their own pleasure. And it does not mean baseball only; it means various games and recreational occupations in parks, on playgrounds, and on the water.

Some Boston playgrounds were experimentally opened Sunday afternoons for those who wished to use them in decent fashion last summer, but there was no supervision. Buffalo successfully tried the experiment with its newest recreation center, and proposes to continue the plan. Tennis and baseball are enjoyed with official sanction and aid in Chicago, New York City, Cleveland and in the parks and playgrounds of various other cities. The success of the plan rests upon proper supervision, and an education of the people to a conception of liberty that is not license to destroy property or disturb peace.

There does not seem to be any real reason why one set of places reserved for recreation should be in service seven days a week and another set used only six days, some of them only five and a half. Beaches and shore reservations controlled by states and municipalities are usually of greater service on summer Sundays than on ordinary week days. Skating is generally allowed in parks and on suitable playgrounds on winter Sundays. Why not other facilities also?

There is room for more and better advertising of public recreation places. Owners of popular resorts in trolley parks and at the beaches do not rest content with creating the resorts; they advertise and advertise continuously and vigorously. Unless the places are used by as many people as can be attracted the chances of profitable bank balances at the end of the season are small. Giving rational publicity to municipal playgrounds, recreation centers and parks is quite as important, in fact much more so. The commercial resorts are engaged primarily in making money with pleasure giving as an incident to that end. Recreation centers maintained by municipalities, on the other hand, are engaged primarily in making healthier, happier, better spirited and normal human beings.

Even city park administrations sometimes awaken to this fact and act upon it. The Rochester park administration offers a good example of intelligent bringing together of the parks and the people. A concrete illustration is Pelham Bay Park, in the Bronx section of New York City, which is not only a park but also contains most of the facilities that belong in a modernly approved recreation center. Its custodians issue an attractive, small 16-page booklet,

half illustrations, which presents the advantages of the park in a manner calculated to attract customers. The fact that the park is free, belongs to the city, is no excuse for not doing such advertising in the opinion of the wise authorities in this case. The wording might well have a place in the literature of any privately conducted park, but it contains no exaggerations, just plain facts attractively presented. An illustration of a baseball field, reproduced from a photograph showing a game in progress, is accompanied by this note: "Here we see the broad sunlit space provided for the lover of the great American game and for the enthusiastic 'fan' as well. Notice the well trimmed lawn-like surface and the ample elbow room afforded the players."

And then the final message:

"This is the public's own playground. The public schools are especially welcome to hold their outings, picnics, athletic meets, open-air festivals and celebrations here," followed by detailed directions how to reach the park from any part of the city, with a map to help make it plain. Note the tone of invitation and welcome! No sign of fear in these words that an unappreciative public will trample down the grass!

Isn't it well for park and recreation officials everywhere to adopt a similar scheme? What's the good of having parks and facilities for the welfare of the people if they are not introduced? Officials in charge of any sort of recreation grounds for public service cannot afford to do less than help create, among people who do not possess it already, the habit of utilizing freely and naturally the facilities for sensible enjoyment and benefit. The newspapers are of first aid, and should be cultivated steadily. They are willing.

To ascertain just what should be done to meet the needs of a given town or city requires more than superficial study or off-hand conclusions. It is not usually sufficient to copy a plan that seems to meet the situation of some other community. Philadelphia agreed with the proposition and acted upon it. As a result the officially created commission in that city produced a report that did not stop with a diagnosis; it offered a feasible remedy. After a campaign of education, carried on by citizens who had concerned themselves

with what had previously been nobody's business in particular, a Public Playgrounds Commission was appointed in May, 1909, in response to a message by the Mayor to Councils. After a year's investigation of conditions at home and a study of what other cities were doing Councils passed a bill in August, 1910, to make operative a plan leading to the creation of a permanent commission to do the work recommended. An appropriation of \$125,000 made possible an immediate start of modest sort. The first work was to create one model recreation center to include play-

system include: municipal playgrounds; recreation centers with buildings for gymnasiums, baths and social purposes; such play spaces or recreation facilities as private individuals may place under the management of the city committee; city squares and other city property suitable for reereation purposes; floating baths and bathing beaches; recreation piers; combination bathhouses and gymnasiums. The fullest possible coöperation with all other city departments is desired, where interests may overlap. Money for land, construction, equipment and permanent improvements of



AN INTERESTING RECREATION FEATURE LOCATED IN THE HEART OF A CITY

Outdoor swimming pool, children's wading pool, sand court, and attractive surroundings. Part of a recreation center which also includes building for baths and indoor activities, and an athletic field.  
Bamberger Park, Dayton, Ohio

ground for children, indoor and outdoor gymnasiums and baths, buildings and incidental equipment that go with a center for recreation for all the people all the time. Starr Garden was selected as the site and it will be open in its new form by early summer. Here the privately supported Playground Association of Philadelphia had maintained a playground, so the new center will start with the prestige of a successful past.

The Philadelphia plan calls for "the creation and maintenance of a separate and distinct system of public playgrounds, recreation centers and related activities, directed and controlled independently of any existing department or bureau of the city government." The plan would have the

all kinds is to be obtained from permanent city loans, the expenditures to be extended over a series of many years as needs and circumstances make feasible; funds for salaries, lighting, fuel, repairs and similar current outlays to come from periodical appropriations by the city government.

No city in this country has been more used as an example of what to do in the way of providing adequate recreation facilities than Chicago. In amount of money spent for modern, well up-to-date equipment and for intelligent service (more than \$11,000,000) no city comes within sight of its record. Other cities have spent as much or more in proportion, and received less. A criticism is that a good many thousand dollars have been wasted. But this was the

situation: Chicago had a problem that demanded solution—and was wise enough to recognize it. Courage as well as wisdom and money was required to carry out the plans experts offered. The recreation centers are actively helping to solve, for one thing, the problem of how to assimilate a mass of population with foreign tendencies thrown into a great city of alien race; and, for another thing, the problem of how to make public parks of desirable service to the people for whom they exist.

The Chicago authorities were among the very first in the country to realize that grown folk and young men and young women needed sensible recreation as much as children; and that sensible planning which provided intelligent supervision was a fundamental essential. The facilities were not created and left to run themselves.

New York and Boston are two eastern cities that have done a great deal in the right direction, and started to do it early, much of it through private effort. A great deal remains to be done, especially in co-ordinating the various lines of recreational service and getting more returns from what has been created.

While Boston started the playground idea in America, just as she started the municipal gymnasium plan toward the same general end, she has not been a leader in the development of the facilities liberally provided. Boston spent, for example, \$2,600,000 for 22 of the smaller playgrounds now in charge of the Park Department, and the city spends over \$1,000,000 a year for maintaining these and other means of recreation, including parks, gymnasiums, baths and associated features. But investigators point out that the city fails to get adequate returns because of lack of system, of definite working plans, of co-operation between half a dozen administrative bodies and a general absence of competent supervision.

Boston's park systems, both city and state, have international reputations, but

their use, their service to the people, has only been developed here and there, unsystematically. A study is now in progress looking to greater returns from these reservations as a part of a comprehensive recreation system worthy of a great city. In this and other ways that are here mentioned there are significant indications that Boston officials are waking up to such needs simultaneously with officials in other cities throughout the country.

New York City showed telling evidence of being alert to conditions and needs in one part of her recreation service by the creation, a year ago, of a Bureau of Recreation in the Park Department under the Commissioner who serves Manhattan; and again by a bill that passed the 1910 Legislature to create a public recreation commission for New York City to take charge of work now done under various departments, and by resulting co-operation make larger returns possible. That such a bill could be seriously considered, even if the Mayor afterward vetoed it, indicated a recognition of existing weak spots, and an endeavor to remove them.

Another important step in the right direction a few months ago was a taking account of stock to show what means for recreation New York City had on hand. A subsequent report showed what the city did not possess and the needs of the people in a recreational way that were not met. A similar work has been under way in Boston for the past two or three months. Every American city needs a survey of this sort if it intends to make intelligent provision for the recreation of its people. Playgrounds, recreation centers, whatever called, have come to be a necessity. No more should they be created or maintained without intelligent understanding of their place in the community than a city hall should be constructed without consideration of its location and adaptability to local requirements.



# The School Gardens of Saginaw

By Arthur Bemis Hinsdell

One seldom visits a city anywhere in the United States during the summer months but what his path is obstructed more or less by children. He rounds a corner in the business district and walks directly into a crowd of six or eight dirty, shabbily dressed, bare-footed youngsters who have been turned out into the streets to play. Or perhaps a lad of the same type dashes past him, wheels with surprising suddenness, and nearly upsets the unsuspecting pedestrian in his mad endeavor to "hitch on" a passing wagon or catch the tailboard of a disappearing street car.

But these are conditions that are rapidly being overcome in Saginaw, once the centre of the lumber industry in Michigan. Here the visitor is at once impressed by the absence of the youth from the city streets. He wonders if it is possible there can be no children in a city of approximately 40,000 souls or, if there are as there surely must be, where they may be found.

Such was the thought that led me to start out in search of young America, and as I walked along one of the pretty residential streets of the prosperous community I became deeply puzzled over the problem. The deadened walls of a large schoolhouse evidenced there were children in Saginaw, but it was just as certain that they were not in this building because there were positive signs that it had not been opened for many days. I continued on until a few rods away I found the object of my search.

Just across a pretty border of shrubbery were some 25 or 30 happy boys and girls working with hoe and spade in a patch of garden-spot, effecting a picture it did one's eyes good to look upon. I stood entranced for several moments watching the lads and lassies at their work, tilling the soil which produces beautiful supplies of many varieties of vegetables and flowers. Someone had solved the problem of keeping the children off the streets in Saginaw.

In this half acre were dozens of little gardens varying in size from three feet by five to five feet by seven. Each was as perfect a plot as one would expect to find in the king's

gardens, and I am certain that a prouder number of gardeners could not be found in this world of ours.

Directly in front of me was a chap of nine or ten years industriously weeding out a healthy bed of onions. He used the most modern tool, and appeared quite accomplished in handling the instrument. On his right grew some radishes, while a few feet away the green tops of parsley stood out with mocking promises. And so over the entire lot one could distinguish beans, parsnips, cucumbers, peppers, beets, carrots and other vegetables. In several of the little garden beds I saw perhaps half a dozen different vegetables growing and often a border of asters, nasturtiums, pansies or other flowers around the edge. But for the most part the flowers were left for the girls, as the culture of such products was considered beneath the dignity of many of the boys.

My curiosity had now become intense and as I gazed over the garden I was put in mind of a three-ring circus, there were so many attractions, each little gardener working in his or her own way.

As I stood at the edge of the garden I became aware of the presence of another onlooker, whose appearance seemed to be the signal for dignified attention among the little ones. Turning about, I discovered a tall and slender gray-haired man standing near me. He was slightly bent with the weight of years, but was well groomed and moved with a briskness that belied his age. It was Hon. W. R. Burt, Saginaw's multi-millionaire, whose benefactions have made possible so many educational institutions of the city. He had come to watch "his children" at their play, for, as he said,

"It is but natural for children to play in the soil. At the seashore they delight to dig in the sand, but in the city they are usually forced to play in the street, where they are continually in danger, or in the way."

It was easy to discern Mr. Burt had a very warm spot in his heart for the school gardens, and as a consequence he advanced much information.

School gardens in Saginaw were first con-

ceived by Miss Kate Passolt, a teacher in the Longfellow school, during the spring of 1903. A dozen or more years of teaching had convinced her there was something lacking in the schooling of her classes, and it occurred to her that she could obtain the desired essentials by instructing the youngsters in nature studies. So she persuaded the owner of a vacant lot, adjacent to the school, to allow it to be converted into a garden. From friends and patrons she secured a few necessary tools, and soon marshaled her pupils into the garden. It was a hard fight by a woman against an entire community, but the children were with her. With considerable difficulty the garden was at last ready for the seed, and a few weeks later, with persevering care, the results began to show. Not only in the green tops of the vegetables and flowers were the results noticeable, but throughout the city. The Superintendent of Schools occasionally found opportunity to look in on the happy gardeners, and now and then a member of the School Board strolled by. But winter came on and Miss Passolt's fancy was remembered only by herself.

With signs of spring there appeared an eagerness on the part of the children to get into the garden, and therefore more seeds were planted. This time the roots spread further over the city, and a healthy plant found nourishment in the home of the City Federation of Women's Clubs. The garden at Longfellow school was privileged to live. Before the summer had passed three other gardens had been established, the Federation having influenced the School Board to recognize the merits of the plan.

Mr. Burt's interest had been aroused in the work after he had seen the great enjoyment the youngsters were reaping. When he found that the most serious drawback to the work was the frequent sale of the lots used for the gardens, he arranged for the purchase of a garden for each of the twelve schools, and engaged a man to surround each with a growth of shrubbery and necessary fencing. Water connections have been installed and tool-houses erected, making a total expense of less than \$9,000. Discussing the subject, Mr. Burt said:

"The work has grown so fast in the past two years that I do not hesitate to say that the garden started by Miss Passolt has accomplished far more good for Saginaw than any other movement or institution. And still it is only in its infancy.

Today, as one drives through the streets of the city he sees scores of gardens in all the glow of prosperity. Places that have been neglected for years seem to have taken on new life. Only a day or two ago, as I was passing the residence of a laborer who had been content to live in his paid-by-the-month home for many years without giving his yard the slightest attention, I was surprised to see a trim little flower garden alongside his porch, which was also partially hidden by a struggling vine. I paused to speak with the owner.

"John," I said, "I have been passing this place a good many years but have never noticed these improvements until this summer. How did you come to do it?"

"I didn't—the kids did it," he replied. "Since they have been running a garden at school they simply had to have a bigger one at home."

"Oh! then you feel as if it were a nuisance?" I asked.

"I should say not. Why, my wife and I take more pleasure in that vine and those flowers than the kids."

And such was the sentiment I found throughout the city. I chatted with some twenty or thirty citizens, people of foreign birth who largely comprise the city's population, and who for the most part own or are paying for their own homes. They are of one accord. Their children are being taught the dignity of labor, and are being inoculated with a love for nature. They are gaining a knowledge of how to cultivate the common garden vegetables and flowers.

During the past season more than 2,000 children ranging in age from 6 to 14 years have been doing garden work. Their very heart and soul is in the work, and throughout the summer vacation Miss Nellie Floyd, who had supervision of the gardens, had nearly as many pupils as when school is in session.

School gardening begins about May 1, and employs about one hour of school time a week during the months of May and June. Seldom is it, however, that a child does not devote from one to two hours a day after school. If, during vacation, he goes out of the city, he leaves the care of his garden-patch in the hands of a willing friend. There is a continual effort on the part of each to grow better flowers or vegetables than his neighbor, and this strife is carried into the homes; but there is no animosity. Entire families are affected, and Saginaw is daily growing more beautiful and invit-

ing. It is truly the "City of Opportunity" as its emblem signifies.

The garden studies necessarily throw much extra work upon the teachers, for they must sort the seeds into packages valued at one cent each, and look after all the necessary details, besides instructing in the fields. Each child is permitted to take home or sell his products providing he returns 5 cents to the seed fund at the end of the season. Scores of families who perhaps had never dreamt of them before are now supplied constantly with fresh flowers. Their presence makes the rooms more cheerful and hospitable, while their odor is most invigorating.

I talked with several of the teachers, and listened to delicious incidents, both humorous and pathetic, which have occurred in the gardens. One lad of sixteen who had been unruly was not allowed to go near his onion-bed for three days, and he has since become a very obedient student. This is a common form of punishment, and is sure to exact the best of discipline.

A little girl of seven was told to pull the weeds out from amongst her growing radishes. Before her teacher could reach her she had pulled up all of the radishes and left a beautiful bed of healthy weeds. When told what she had done she cried as though her heart would break. A sympathetic youngster two or three years her senior thereupon came over, and, after persuading her to stop crying, showed her how to bury the roots of the up-pulled sprouts so that they would continue in their growth.

Perhaps one of the most interesting outcomes of the gardens is told by Elmer E.

Bishop, truant officer, who reports that in the past three years, since the gardens have been so prosperous, he has not sent a child to the reform school for truancy. His only problem now is poverty, and this he is overcoming with "Bishop's Shoe Fund." Last year he furnished 96 children with shoes out of a fund contributed by wealthy residents, and kept the youngsters all in school.

Superintendent of Schools E. C. Warinner has taken a sincere hold of the nature study course, and is quoted as saying:

"I believe that the results secured from this phase of our work are definite and practical. Our experience is that a large proportion of the pupils who work in the school gardens also provide gardens at their homes. This practice, carried on from year to year, will become a habit by the time pupils have passed through our schools, with the result that the men and women of tomorrow will give more attention to home gardening than those of the present day. This will result in the providing for our different families many of their common vegetables and will also assist them in beautifying their home grounds.

"Anything which tends to make the home and its surroundings more beautiful and attractive will result in making life happier and more desirable. The good influence of a beautiful home, surrounded with a well cultivated yard, will go far toward counteracting many of the evil influences of the day. I believe, therefore, that we are serving a useful moral purpose in thus encouraging the cultivation of vegetable and flower gardens by our pupils in the schools. Our principals and teachers are deserving of the greatest commendation for the hearty interest they have shown in this matter. It necessarily involves a considerable amount of extra labor on their part, but these duties in all cases have been cheerfully assumed."



# Town and Village

Edited by Edward T. Hartman

Secretary Massachusetts Civic League

## The Samaritan Association

In Whitinsville, Mass., the good people early learned that in serious illness many things were needed which poor people could not afford to buy. They therefore organized what they called the Samaritan Association, raised some money, bought \$221 worth of supplies, rented a room and employed a custodian. Since then, when there is an accident or serious illness, the appliances needed are loaned, just like books from a library. Some of these appliances not only relieve the patient, but take much of the burden of care from busy or weak relatives. Special beds and lifting chairs, air beds, crutches, adjustable chairs, wheel chairs, electric batteries, hot-water bags, ice-bags, oxygen inhaling apparatus, syringes, steam sterilizers, thermometers, window tents and many other things are owned by the Whitinsville Samaritans, for in the more than twenty years of work they have added much to their equipment, which now invoices at \$900.

During the first year's work 70 loans were made, during the year just closed there were 510 loans and 224 families were assisted. In emergency cases this work naturally proves very effective. In small towns like Whitinsville such appliances are not ordinarily to be easily obtained. Delay is often fatal. Whitinsville is a manufacturing town, and serious accidents are as common, in proportion to the population, as in large cities. These appliances, moreover, are beyond the reach of many who need them, and it is both generous and economical to provide them, as they in this way may have continuous or repeated use at very little additional expense.

In Whitinsville this Samaritan movement preceded that of installing a district nurse. It pointed the way. The nurse is the natural first step, but her effectiveness may be much increased by the appliances, of which she becomes the natural custodian.

The regulations provide for the request of a physician, who points the need, that

nothing may go to, or at any rate be returned from, a home where there is a contagious disease; and other safeguards are provided through a carefully considered set of by-laws.

The Whitinsville people are generous locally, also generally, in that they are making effort to have similar movements started in other towns. Already upwards of 20 have been started, mainly in New England, and the society hopes to see 25 started by the time it reaches its 25th anniversary.

As one of the leaders says: "This is in no wise strictly a benevolent enterprise. It is to be regarded as a movement for mutual protection, an institution as indispensable to the community as our fire or police service. Rather than lose its benefits the town might well vote a moderate tax to secure them. You who read this, however independent your worldly position may seem to make you of such special provision, may have reason to bless an institution which by its promptness may give or save you what money not thus equipped with wings and heart cannot bestow."



## Trees for Attleboro

Through a donation to the school committee of Attleboro, Mass., by Mr. Thomas E. McCaffrey, the children of Attleboro will have one thousand trees to plant on Arbor Day. The school committee officially accepted the gift and passed a vote of thanks to Mr. McCaffrey, who was impelled to this act through his belief in the value of arousing an early interest in such matters among the children. He believes that the children who, early in their lives, take part in such a ceremony as will accompany the planting of the trees on Arbor Day will never look upon a tree with indifference or upon the needless injuring or destruction of a tree with complacency.

The trees selected are of the catalpa variety, noted for rapid growth and good shading qualities. It is a fairly hardy va-

riety, though its season at that latitude is somewhat shorter than is desirable.

In this connection it is in order to mention again the need throughout the country for greater attention to street trees. In the first place the planting of street trees has been too irregular, some streets having beautiful rows of trees on both sides, as all should have where possible, some streets with a row on one side, and many streets with random trees of all kinds and in all conditions. Nothing will add to the appearance of a town more than a uniform development of street trees throughout the length of each street.



#### The District Nurse

Among the fundamental items in the social program of a community the district nurse must receive early consideration. Particularly is this true in our manufacturing towns, where the rapid influx of foreigners unaccustomed to our American conditions increases enormously the problems which a community must meet.

A recent report of the District Nurse Committee of the Social Science Club of Ware, Mass., points out concretely the sort of work a nurse may do to good advantage. In one year this nurse made 1060 professional calls and performed many thousand services, some of them nonprofessional but very necessary. Among them were preparing for operations, assisting in maternity cases, dressing and bandaging wounds, bathing and massaging patients, changing clothing of bed patients, shampooing and dressing hair, making poultices, preparing food, instructing mothers in preparing food for infants, instruction as to the care of sputum, making fires, trimming lamps and ordering fuel.

In the case of Ware, with no hospital within 25 miles, the committee is wisely maintaining rooms with supplies, where patients without homes may be cared for.

It is difficult even to outline the possibilities of such work. If the nurse can secure the confidence of the woman about to become a mother in time she can instruct her as to the care of herself for the benefit of both mother and child. Then, when the child is born, there is much instruction to be given as to preparing, giving and the care of food, the necessity for cleanliness, ventilation, light and sunshine, the ordering

of the home, the demeanor of parents, brothers and sisters, and neighbors (including grandmothers), and so on throughout the list, which might be made longer.

The housing problem is fundamental, and the work of the nurse offers the most direct and practical approach to its solution. To argue the value of light, air, cleanliness, quiet in the abstract is to speak in Greek of the period B. C. To show how these things are affecting the child in the mother's arms is to use the patois of the provinces of southern Italy, the brogue of Ireland or the jargon of Russia.

Such work is better than charity because it renders charity unnecessary, it is cheaper, it is constructive. The day will come when the district nurse will join the home, the church and the school in forming the four corners of a social system for every community.



#### Hingham's Memorial

The people of Hingham, Mass., propose to keep in perpetual verdure the deeds of the founders of their town. They believe this will help to develop patriotism among the Hinghamites of the present, and insure its proper growth among those of the future.

The Hingham people claim for their founders the same ideals as those which actuated the founders of Plymouth, Scituate and Barnstable, all ancient towns with a firm hold on the traditions of the past. Hingham was founded in 1635, and the money for the memorial was in the main raised during 1910, the 275th anniversary of the town; in fact all the money originally proposed, \$10,000, was raised during that year, but more is being raised to increase the size of the memorial.

The memorial is to be a tower with a chime of bells. The functions of the bells, as the people picture them to themselves, are most picturesque and the value of the sentiment involved cannot be ignored:

"On All Souls' Day and Memorial Day let the bells ring their hymns of commemoration. Let them ring out the old year and ring in the new. On national holidays let them ring patriotic hymns. On occasions of national sorrow, should such come to us, let them speak in solemn dirge and hymns of faith. Let them ring joyfully on Christmas Eve. On Easter morning let them

proclaim man's faith in immortality. On Sunday mornings, before the church bells call men to their several places of worship, let the great familiar hymns tell the unity of faith that underlies all our diversity of interpretation; let them speak the courage and perseverance and immortality taught by all the churches. On Sunday evenings, when the sun is setting, let the bells carry to the people in the harbor and in their homes the remembrance of high and holy things. Thus the bells would honor those who are gone. They would speak to those who are living and to those who are yet to come."

In this age when sentiment is having such an up-hill fight with materialism these ideas offer hope.

Hingham, England, has contributed a block of flint from her ancient market place, where it doubtless served as a mounting block for the ancestors of the founders of Hingham, perhaps for the very founders themselves. It will be used as a cornerstone.

The care of the tower and bells will be placed in the hands of the First Parish in Hingham, which uses as a place of worship the oldest church so used in the country, the Old Ship Church, near which the tower will stand. The location is a natural elevation in the center of an expanse of low-lying lands, whence the chimes may be heard in all directions for a great distance.

The people of Hingham are to be congratulated on the success of such a commendable move.



#### A Village Sociologist

"New times demand new measures and new men," says Lowell. The drift to the cities has made the municipal problem the acute problem of the age. But the very rapidity of the growth of the city problem has enhanced the importance of the rural village problem. For without agriculture the city will not live, and the rural village is to be the mainspring of a successful and contented agricultural population.

It is interesting, therefore, to find that a few men are giving their best attention to the problem of the rural village. Let us judge of the position of one of these, Rev. S. G. Wood of Blandford, Mass., by what he says. Mr. Wood calls com-

munity consciousness the nerve center of the whole business. When such a consciousness has been awakened the regeneration of the community has begun. After that it needs guidance rather than inspiration. Continuing, Mr. Wood says:

"Even the churches often seem to be on the centrifugal rather than the centripetal side. Inasmuch as isolation is the keynote of life in the country, and the whole trend of our modern life is to accentuate that isolation continually—spite of the telephone and trolley, yes, and rural mail delivery—the inheritance and the environment of the rural community is, to an extreme, emphasis on individualism. It is bound to be so. The stars in their courses work for it. Team play, for the most part, is but a remote dream. It is almost the despair of the man of vision who undertakes to lead the people into the better way. I would throw up my hat for a playground movement, or a garden movement in my town. You might not think it, but here where there are not three families to the square mile, these very things are among the very most needed. You hint at an ideal of 'uniform progress.' But, I want to see the cloud on the horizon that means a longing for any kind of real progress for the community, a spirit that dreams of it, believes in it, and will shed blood for it. I think I see one or two such clouds arising here, but I shall have to go up to the hilltop seven times and more, I guess, before those clouds will break. I go four miles every Sunday afternoon to my North Blandford church, and between the two villages I pass but one house, and see only a very few others. Those two villages don't fall into each other's arms, and scarcely hug themselves even. I have spent almost ten years here, and have seen a fire district established, with a splendid system in operation. That is a nucleus. Sometime a successor to me may see the Congregational and Methodist churches in this village united. Even then much less than five hundred souls would be under the care of the united pastorate—not including North Blandford, which, as I have said, is four miles distant."

Here is, as Mr. Wood says, a voice crying in the wilderness. And all the people of Blandford, and all of the American Blandfords, unconsciously desire the same thing. But they do not yet clearly see for

what it is they hunger, at least not in numbers sufficient to carry the desire into effect. And the city philosophers offer no assistance. The materialization will come through the increase of the number of men like Mr. Wood, who, feeling the need, try to satisfy it. They will win in the end, and the country village will continue to be a main training ground for real leaders of the people.



### Ilion Improvers at Work

The Ilion, N. Y., Improvement Society is giving attention to many features of community embellishment. The society has 311 members, which gives it a good hold on public opinion. During the past summer many receptacles for waste paper and rubbish were placed about the town; the children have been organized into a junior league, and in some cases they have raised money for waste receptacles on their own school grounds; much work has been done to develop more uniformity in the care of lots, lawns, etc.; the question of injury to trees from leaking gas mains is under advisement, and the Society is putting under way a movement to develop a system of parks and parkways. The interest already manifested promises well for future results.



### Junior Civic Leagues

Under the leadership of Mrs. Agnes McGiffert Bailey a movement is being put under way for organizing Junior Improvement Leagues throughout the country. This department will endeavor to follow the development of the movement in towns and villages, where its possibilities are even greater and may be more constructive than in cities.

The first local movement which has come to our attention is that in West Orange, N. J., where the work is under the direction of Mrs. Harriet Jenkins Yardley, president of the Leagues. The work is now in course of organization, with special reference to the work of the coming summer. Leagues are being organized in all schools, public and parochial, where the children seem old enough to grasp the ideas. A fifteen minute meeting is held each week, the time being devoted to teaching the principles of the organization, to singing im-

provement songs, and to getting ready for actual work. The teachers and pupils are showing much interest in the scheme.

Here is a short song:

#### The Wondrous Wise Man

There was a man in our town,  
And he was wondrous wise:  
He threw some papers in the street,  
Right front of people's eyes!  
And when he saw the paper gone,  
With all his might and main,  
He jumped into the street—he did—  
And picked it up again!

#### Chorus

He put that paper in the can,  
As every man should do, Sir;  
He went and joined the Civic League,  
And was that wise man You, Sir?

The West Orange group is sending out broadcast a plea for coöperation and activity:

"Do you wish to improve the looks of your town?  
"Will you try during this summer to keep your place free from rubbish, tin cans and ash heaps?  
"Will you try to plant a few flowers? Keep the grass cut and the place looking neat?"

The West Orange Improvement League then offers to every school child between eight and eighteen years of age, whose father is not a gardener and whose parents do not keep a gardener, prizes of from one to ten dollars for the best window box, flower bed, yards without flowers or vines, and for the best yards of lawn, bed or beds of flowers, piazza vines and road in front of house.

In connection with this work one caution might be suggested. Constructive citizenship is the thing most needing to be kept in mind. Neither abstract problems nor improvement of bad conditions will hold young people for any length of time. Too much cleaning-up will pall, and there must be a constant background of constructive work, such as school and home gardens, which offer good exercise and drive ugliness before them; and of supervised playground work, which inculcates habits of clean speech, truth and fair play, which are the essence of citizenship.

# Gleanings

Edited by Mary V. Fuller

## Notes from Germany

A bit of news from Breslau, Germany, as reported in *Kommunale Praxis* for February 25, shows an ingenious adaptation of the means at hand to supply a crying need:

"Everywhere one finds communities anxious to establish public baths that shall be open in winter as well as in summer. The problem of a swimming bath in Breslau has been solved in a strange and practical way. There was a city gas plant that had become useless; the buildings were torn down, but what was to become of the great water tank? Someone had a bright thought: at small cost the tank could be transformed into a swimming bath, which was greatly needed in that section. The municipal council has approved of the suggestion, so Breslau is going to be richer by fine bathing facilities. It is gratifying that the city authorities of Breslau considered a bath a fundamental necessity of public welfare. For a while the bath will be open free to the public."

A Nuremberg architect writes enthusiastically of the great change that is taking place in northern Bavaria in regard to housing:

"A change the further development of which will have a profound influence upon social welfare. Increase in manufacturing activity, particularly in Nuremberg, has herded the people together in the cities. There, and in smaller places also, housing conditions are unfit for human beings. People try to improve matters by giving powerful support to various building societies only to find that larger tenement houses are put up. 'Land is so dear!' is the cry. 'We are obliged to build these many storied blocks because they are proportionately the cheapest.'

"They do not stop to think that such building serves to increase land values instead of checking them, and that the solution of the problem of building cost must be found elsewhere."

There is now quite a list of practical attempts manifest in Nuremberg and vicinity to prove to the laboring and middle classes that for about the same rent as they pay for their tenement homes they can have much better and more attractive dwellings with gardens, each family in its own comfortable house. It is beginning to permeate the public mind that the building of such

little houses, keeping the rents low, is the best and most effectual way of controlling fictitious and harmful land values.

The movement for building such single-family dwellings has taken great strides lately. The oldest building association, which has already put up 800 dwellings in great blocks, is going to begin work this spring on 300 single-family houses in the city of Nuremberg. Then there is the garden city near Nuremberg, a settlement of about 2,000 dwellings for laborers and the middle classes. In Pappenheim, Bayreuth, Würzburg, Regensburg and many other Bavarian towns such colonies of little houses may be found in various stages of development.



CITY STABLE AND WAGON HOUSE IN  
READING, PA.

## A City Stable and Wagon House

The new stable and wagon house for the water department of Reading, Pa., was built by contract for \$5,880. Employes of the water department did the grading and built the drives and the drains. The construction of the building is described and illustrated in the *Municipal Journal and Engineer* for March 1.

The material is brick with stone trimmings. The structure has two parts—a one-story wagon house 64 x 20 feet, and a two-story stable 35 x 20 feet. The entire front of the wagon house is formed by 8 double doors, each doorway 7 feet wide and 12½ feet high. The concrete floor of the wagon room slopes toward two drains for carrying off wash water. The open front and the windows opposite the doorways give plenty of light. There is a manure room

8 x 20 feet between, and communicating with, the wagon room and the stable.

There are five stalls in the stable; each stall has a window with a movable sash. The floors of the stalls are of well packed earth. They drain to the concrete floor in front of them, and the entire stable drains to a bell trap. The stable is supplied with fuel boxes, closets for harness, brushes, etc., and a watering trough with hot and cold water. The second floor of the stable is used for storing feed, and each of its doors is provided with a projecting beam for carrying block and tackle.

#### A Plan for Rochester

Those of us who have followed the newspaper references to the new plan for Rochester, N. Y., will be glad to read its history as given in Charles Mulford Robinson's characteristically appreciative manner in the *Common Good* for March.

From the time when the City Beautiful Committee of the Chamber of Commerce began to sow the seeds of this undertaking there has been quiet growth. The formal procedure was inaugurated by the appointment of the Civic Improvement Committee, with a former mayor, Hon. James G. Cutler, as chairman, and Mr. Robinson as secretary. The sum necessary to secure a plan by outside experts was very largely subscribed by members of the committee, and additional subscriptions for a considerable amount proved the enthusiastic coöperation of other citizens.

In January, 1910, Messrs. Arnold W. Brunner, Frederick Law Olmsted and Bion J. Arnold agreed to complete the task within the year. They met the wishes of the committee perfectly in their desire to reach decisions as true outsiders, and they were left absolutely free in their work.

Early in 1911 the report of the experts was presented at the annual dinner of the Chamber of Commerce. Since then Rochester has had her vision. It has been made possible by the generosity of public-spirited individuals, who know that even if the vision is never wholly realized the city has seen what it may become, and is thereby unconsciously uplifted in thought and action.

This issue of the *Common Good* reproduces the prize winning black and white sketches showing picturesque bits in Rochester.



SIGN FOR TRIPLE STREET INTERSECTION

#### The Denver Street Signs

They are of six kinds, and they are described and illustrated in *Denver Municipal Facts* for March 4.

The old wooden signs, nailed to telephone and telegraph poles, are being discarded. The iron signs, each costing, with the wrought iron post set in concrete, about \$9, are eight feet tall, and have three-inch brass letters enameled in white. The galvanized iron name-pieces are riveted to the poles. This kind of sign post may carry as many as four or five names, where as many streets intersect, without losing in durability.

The ornamental bronze signs approved by the Art Commission are attached to the combination light and trolley poles. The

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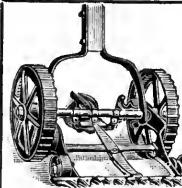
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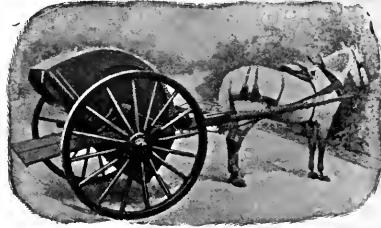
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ELECTRIC ILLUMINATED STREET SIGN IN DENVER

circular ones are in two pieces and cost \$5 each; the straight ones on the Sixteenth Street lighting standards cost more because they contain more material. The illuminated sign, which is being tried as an experiment, is lighted from within by an eight-candle-power lamp. The letters are on a background of mica, and can be seen quite a distance; they can be removed without injury to the standard. The illuminated sign costs about the same as the regular sign with a slight expense for current.



#### Boston is Busy

Recent numbers of *New Boston* are full of interest. The February issue contains a summary of the value of the Milwaukee auditorium, written by Mayor Seidel, under the head of "A Sound Civic Investment." The proposed amendments to Boston's housing laws are outlined by Edward T. Hartman. One of these brings the tenement regulations to bear on dwellings for more than two families, instead of three as at present. By other proposed amendments it is made a misdemeanor to maintain filthy or overcrowded conditions in violation of the Health Department regulations, and the number of sanitary police is increased from five to ten, the officers being provided by the Police Department but paid by the Health Department. By such means it is hoped to secure enforcement of health orders.

Nearly two years ago the Special Libraries Association was formed in Boston to promote the dissemination of information on special topics. Libraries, business houses and individuals that have expert informa-

tion, or facilities for procuring it, send to the Association memoranda of topics for which they will stand sponsors. As a result a classified list of numbered topics has been distributed, and this new sort of clearing house system is awakening people to the resources close at hand. For instance, the first information desired was on efficiency engineering, and "No. 41," who could answer the question, lived within fifty feet of the man who put the question.

An article by Arthur Shurtleff gives the recommendations for the basis of a complete plan for Metropolitan Boston. John De Bruyn writes of the Home and School Association of Boston, which is fostering the social center movement, and says:

"No one can predict the part which the school district may take in the life of cities."

The secretary of the association has an article on the general subject in the March issue of this publication. In the same number John Nolen answers in the affirmative the question "Does City Planning Pay?" Dr. Henry O. Marey, writing of "The Development of the Charles River Estuary," shows what Boston has done to redeem waste lands, develop bridges and other arteries of travel.

There is an illustrated description of "Tacoma's High School Stadium," the majestic and beautiful place for the physical development of Tacoma's school children which was built out of "Old Woman's Gulch" in the heart of the city. Another euphonious name, "Dead Cat Dump," was once applied to what is now known as "Isl-



BRONZE STREET SIGN ON LIGHT AND TROLLEY POLES



THE CITY OFFICIALS OF ISLAND GARDEN CITY, WORCESTER, MASS.

and Garden City," in Worcester, Mass., which is a children's garden community with a city government. Rev. Dr. R. J. Floody writes of it as "A Good Citizens' Factory." This issue gives the Boston-1915 program for 1911 and a summary of the legislation which Boston-1915 wants.



#### Fighting American Typhoid

In an article in the March *Review of Reviews* Dr. John Bessner Huber marshals all the forces that are in action against typhoid fever, and shows that the individual citizen must work through the local and state health officials for the preservation of the home.

The way in which Montreal fought the 1910 typhoid epidemic commands admiration. Three days after a meeting of influential citizens of all creeds and nationalities a well equipped emergency hospital was receiving patients, and the next day a fund of \$60,000 was available. Empty factories and other buildings were put at the disposal of the hospital committee, and a staff of 200 lay and professional workers devoted themselves day and night to all sorts of necessary work. There had to be quick thinking and acting without red tape. The presence of representative people gave the public confidence in the emergency hospital, and the lay workers were judicious and reliable in their assistance. Only one attendant contracted typhoid, and it was a

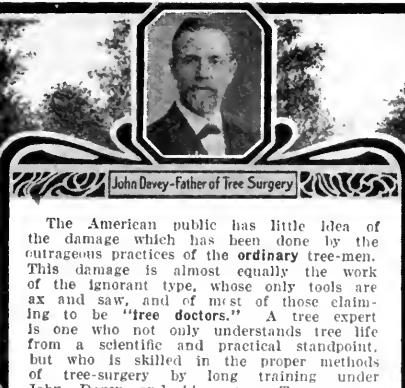
very mild case. Everybody learned something about typhoid prevention, and the unused hospital supplies are packed away in good condition for any further occasion that may arise. "Perhaps there will not be any further occasion—in Montreal."



#### Tree Planting

The February number of *Park and Cemetery* has an article showing how the Parking Commission of New Orleans is trying to remedy some of the deficiencies of its street planting. To hide a street vista is to destroy the chief asset of an avenue, and lopsided street planting has no grace or dignity. The Commission has published rules of procedure, and has called attention to the fact that all over the city trees and shrubs are planted so closely as to be inartistic and obstructive to view, and to give hiding place to criminals.

Another article in the same issue tells of the successful park and tree work of Riverdale, Cal., a city of 15,000 inhabitants—with more than 200 miles of streets. It was the first city in the West to put its street planting under municipal control, and this at a time when nobody was especially enthusiastic about the matter. Beginning with 1904 the Chamber of Commerce Tree Planting Committee and the City Tree Warden have planted nearly 9,500 trees. Practically all the streets are now satisfactorily planted, and they make a park of the city itself.



side of the Davey Institute of Tree Surgery,—the only school of its kind. It is self-evident, therefore, that the Davey Tree Experts are the only men who are fully qualified to handle wounded and crippled trees.

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By William Solotaroff

Secretary and Superintendent of the Shade Tree Commission of East Orange, N. J.

A book not only for those in charge of municipal tree departments but for everyone who is interested in the selection, planting and care of shade and ornamental trees in any place. Sufficiently technical and comprehensive for the city forester, and so clear and direct that it is of great value to the private owner of trees. See review on opposite page.

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# With the Vanguard

Grade crossings in Syracuse are to be abolished.



The New Bedford, Mass., Board of Health has recommended to the City Council that all buildings hereafter constructed be rendered rat-proof as a preventive of disease.



A strip of sandstone paving sixteen or twenty feet wide down the middle of a hill roadway is recommended as a wholly satisfactory means of preventing horses from slipping.



The state of Texas planned to sweep and scrub itself clean in March. Dallas did it ward by ward in a most thorough and systematic manner, three days being spent in each ward. All the sizeable and enterprising towns in the state joined in this movement.



The National Playgrounds Institute will hold a three days session in Minneapolis, beginning with a public mass meeting on April 8. There will be moving pictures of playground scenes, including use of apparatus, games, boy scout patrols and folk dances.



The New York Sinking Fund Commission has appropriated \$3,900 for leasing locations for twelve milk depots, four in Manhattan, seven in Brooklyn and one in the Bronx. These will not duplicate the work of any other milk depots already established.



The model playground building soon to be erected opposite the De Witt Clinton High School in New York by the Park Department at a cost of \$25,000 will embody all the features advocated by Howard Bradstreet, supervisor of recreation. It will contain a large gymnasium. The running track on this site, for the improvement of which the students of the De Witt Clinton High

School gave \$500 last year, will be used by the school teams as well as the regular frequenters of the playground.



The City Club of Milwaukee has requested the Legislature of Wisconsin to appropriate \$150,000 to extend the work of the Municipal Reference Bureau of the University of Wisconsin. It is intended to make the material collected by the Bureau accessible to all the smaller cities.



The Society of Fine Arts in Washington, D. C., has opened an active campaign for civic betterment by means of special committees on improvement of housing conditions, on public parks and gardens, moving picture shows, art in the public schools and the preservation of public monuments.



Mayor Speer of Denver has proposed that the supervisors, aldermen and heads of departments of the city meet with him once a month to find out what is being accomplished by the money spent in each department. The council has formally approved this suggestion, and the first of these meetings will be held April 10.



Mrs. Russell Sage has given \$10,000 to the firemen of New York City to be used for permanent technical libraries in fire-houses, each containing about fifty books dealing with the subjects of the civil service examinations. The circulating libraries of fifty books each, of which we spoke in our last issue, will be changed every two months.



The Buffalo Public Library has issued to manufacturers an attractive announcement card to be hung where their employees will get its message. The library "contains a full line of books upon all trades, industries and business, which not only tell how to do things, but record the experience of the best men in all kinds of work." The efficiency of employees and the

consequent betterment of business will be increased by a free and general use of the trade and industrial branches of any library.

The Buffalo Library also issues a brochure entitled "Means of Education and Self-Culture Offered Dayworkers by the City of Buffalo."

It is said that the streets of Paris are to be made teachers of history to the city children by being labelled with their historical significance and dates of associated events: for example, "Rue Rivoli—French victory in 1797;" "Rue Lincoln—Famous President of the United States, 1809-1865." This is suggestive even for small towns and cities of historic dignity.

The first neighborhood dance in a grammar school in New York was held last January, and was attended by about 300 young people besides parents and teachers, who, as well as some of the members of the local school board, took part in the dancing. It is hoped that this inexpensive, wholesome form of recreation may become a custom in New York school buildings.

Anybody who is interested in planting the right kind of street and lawn trees in New York and vicinity and having them properly cared for may get detailed information and practical assistance by addressing the Secretary of the American Association for the Planting and Preservation of City Trees, Brooklyn Avenue and Park Place, Brooklyn, N. Y.

The City Improvement League of Montreal will soon close its second year's work. Its policy is one of construction and co-operation, and part of its avowed purpose has been accomplished by bringing into friendly collaboration a number of societies and thereby increasing the effectiveness of the work of all. Each of the following societies preserves its autonomy, and yet has the right to be represented on the Executive Board of the League, so that all matters of common interest may be discussed and then directed into the most appropriate agency for effective re-

sults: the Antituberculosis League, the Association of Architects of the Province of Quebec, the Parks and Playgrounds Association, the Children's Aid Society, the Local Council of Women, the Women's Club, the Pure Milk League, the Horticultural Society, the Social and Moral Reform Association and the Federation Nationale.

The Shade Tree Federation of New Jersey is the title of an organization recently formed to further the care and preservation of shade trees throughout the state. It is the result of a movement started last September by State Forester Alfred Gaskill. Charles G. Titworth of Summit, formerly president of the Newark Shade Tree Commission, has been elected president of the Federation.

The strongest kind of stimulus to organize campaigns of sanitation ought to be given by the announcement made by one of the large and conservative insurance companies that it does no business in certain southern states and malarial counties. To be publicly branded as accountable for a health risk so great that none of its citizens can get insured ought to be a challenge to any community to blot out the reproach without even pausing to blush for shame.

The Municipal Art League of Chicago proposes to use the park houses, the public schools and neighborhood centers for exhibitions and talks to interest the people in public art movements. The League is working for more artistic planning of civic celebrations, for the encouragement of civic pageants and national dance festivals, for the betterment of the drama as an art in its civic aspect and for the building of a stadium for the people.

Between forty and fifty Texas towns were represented at the first all-southwestern social center conference, which was held in Dallas in February under the initiative of Col. Frank P. Holland, who is working hard to promote the establishment of social centers in the Southwest.

The principal speaker was Mr. Edward

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J. Ward, adviser on social centers to the University of Wisconsin, who delivered addresses at both sessions. His stereopticon lecture in the evening made very clear and interesting the progress of this work, and aroused much enthusiasm. There were other speeches by men and women of experience and ability which showed plainly that Texas has the new spirit of live, keen citizenship, and that she realizes that the social center is the greatest means of awakening civic interest.



An inquiry undertaken by Mr. E. J. Parker of the Park and Boulevard Association of Quincy, Ill., as to the American cities, especially the smaller ones, that are contemplating or working out civic center plans resulted in a list, furnished by experts, of 66 cities all over the country interested in city planning, including the grouping of buildings. Copley Square, Boston, is said to be the first development of the civic center idea in this country.



The women of Uniontown, Pa., desire to form a civic improvement league. Secretaries of similar organizations elsewhere will help the cause along by sending to Mr. Ernest H. Rowe, Secretary of the Chamber of Commerce, Uniontown, Pa., copies of constitutions, bylaws, reports, etc. In cases where the women's work is auxiliary to a board of trade or chamber of commerce, Mr. Rowe will be particularly glad to hear how the relationship of the two organizations works out.



In 1910 nearly \$15,000,000 was spent in the United States for the study and prevention of tuberculosis, an increase of \$7,000,000 over the expenditure for 1909. Nearly twice as much public money was spent for this purpose last year as in 1909. The expenditure of public money will be greatly increased next year in Illinois, for Chicago has assumed a special tax to enable her to carry out the first complete city plan for the care of tuberculosis. Rock Island has taken similar action.

Frank E. Wing, formerly superintendent of the Chicago Tuberculosis Institute, is to be general superintendent of the Municipal Tuberculosis Sanitarium of Chicago.

The Institute will continue its work of education and experimentation. The Sanitarium will conduct a dispensary department, and will take over the existing tuberculosis dispensaries, so that a city-wide system of tuberculosis clinics may be established. It is expected that eventually every case of tuberculosis in Chicago will be under medical and nursing control.



A carefully planned campaign is under way for more light and better ventilation in Brooklyn tenements, under the initiative of the Tenement House Committee and the Committee on Prevention of Tuberculosis of the Brooklyn Bureau of Charities. A number of Brooklyn organizations are helping, including churches, settlements and political associations. The plan is to divide the city into small districts, each of which will be visited by some neighborhood organization; reports on conditions will be made to the tenement owners.



Owing to the energy of the Minneapolis Society of Fine Arts the city is to have an art museum. Ten acres of land in a fine location have been given as a memorial to the first mayor of Minneapolis, and the building fund amounts to more than \$400,000. The museum will be more than a mere storehouse of works of art; it will undoubtedly carry on the work of a people's institute as well. The campaign for this object has been a remarkable illustration of careful planning and of the enthusiastic coöperation of all the people.



Ten playgrounds established and equipped by the Playgrounds Association of Philadelphia were transferred last fall to the city, which will hereafter maintain and conduct them. The Playgrounds Association has done excellent work in creating favorable public opinion and obtaining official recognition and support. The Association will continue its work of securing new playgrounds and further developing public opinion.

There is a new \$75,000 playground in Germantown, the gift of E. W. Clarke, and other similar gifts are expected. The Association is working for legislation which will place the playgrounds on the same

status as the city parks. The playgrounds division of the Amateur Athletic Union, representing from 50,000 to 100,000 members in Pennsylvania, will also work for this legislation. The Playgrounds Association will also coöperate with the Home and School League in social center work in the city.



The New York Milk Committee of the New York Association for Improving the Condition of the Poor is doing a new work on a foundation already laid. It is not a milk enterprise but a social organization which maintains a laboratory for prepar-

ation and the mothers instructed in infant hygiene, can never be repaid.

The report issued by the New York Milk Committee is clear and practical and analyzes the problem which this work is helping to solve.



The mayors of all our eastern cities are very cordially invited to attend the second annual conference of the mayors and other officials of the second and third class cities of New York State which will be held at Poughkeepsie, N. Y., on May 25 and 26. It is planned to make the gathering even larger than the one held in



AFTER THE DOCTOR'S TALK AT ONE OF THE NEW YORK CITY MILK DEPOTS IN THE HEART OF THE UPPER EAST SIDE

ing modified milk, and distributes the milk from seven depots in the city, selling it at a fair price and coöoperating with the relief department of the Association to help those who cannot pay full price.

The milk used comes from the Tully Farms in Onondago County, where it is produced and cared for under ideal sanitary conditions. It is subjected to the most careful test at each separate process of modification and preparation in the laboratory. The nurses employed at the depots are very important factors in the work. The personal, volunteer service of the physicians who conduct the classes in which the babies are weighed, their feedings pre-

pared and the mothers instructed in infant hygiene, can never be repaid.

The report issued by the New York Milk Committee is clear and practical and analyzes the problem which this work is helping to solve.

The following subjects will be considered: the essential framework of municipal government, including the usual plan of separating the legislative and executive functions and also the more recent forms of municipal administration known as government by commission; taxation and assessment; the administration of public works departments in reference to the various

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Moh. A. C.

# Wider Use of the School Plant

By Clarence Arthur Perry

We are all paying for our costly, well equipped school buildings. To get the best results from our investment we must keep the buildings open longer than seven hours a day. They can be used effectively for a surprising number and variety of gatherings.

Remember that the people own the schoolhouse.

The Department of Child Hygiene of the Russell Sage Foundation commissioned Mr. Perry to bring together the hard-won experience of many cities which have opened their schools to the people. Here are the chapter titles of his story:

The Wider Use	Public Lectures and Entertainments
Evening Schools	Evening Recreation Centers
Evening Schools Abroad	Social Centers
Promotion of Attendance at Evening Schools	Organized Athletics, Games and Folk Dancing
Vacation Schools	Meetings in School Houses
School Playgrounds	Social Betterment Through Wider Use

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## Beard's Loose Leaf Digest of Short Ballot Charters

The latest available information on this subject is issued in loose leaf form so as to permit of the insertion of further data. There are special articles making clear the principles of this plan of government, outlines and texts of short ballot charters, reports from many cities that have adopted the plan, and references for more extensive reading.

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This volume is your most efficient guide—It is now ready.

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methods of cleaning and caring for streets.

One of the unique features of the conference will be a trip to Ashokan Dam by special boat and train. The mayors will spend all day at the Dam inspecting the remarkable public improvement and listening to discussions on the subject of water supply.

The question of permanent organization will be discussed at this conference, and the Advisory Committee will recommend that

no constitution be adopted, and that only such officers be selected as will be necessary to prepare the organization for each meeting and to carry on the conference when in session. The object of the Mayor's Conference is to discuss the latest phases of improvements in municipal government with the idea that the mayors and other city officials who attend this conference may receive suggestions which will be of benefit to them in the future.

## Books for the Citizen

[Readers are requested to order books reviewed in this department through The American City. American books will be sent on receipt of the postpaid price. Special quotations will be made on foreign books.]



STUDENTS IN A PITTSBURGH EVENING SCHOOL WORKING TO BE WORTH HIGHER SALARIES

### Wider Use of the School Plant†

"This is a great discovery—to find we have a beautiful club house, built and paid for and belonging to all of us and all ready for use," said a citizen at a Rochester social center. These words suggest the *raison d'être* for the investigation embodied in this volume.

The one central fundamental interest by which the various classes of a community

can be brought to understand each other is the love of children, and the most natural place to get together on this basis is the public school house. The new ideal of education includes the intellectual progress of every individual in the community.

Mr. Perry describes what is being actually done, giving the methods, the cost and the principal workers. The topics include evening schools here and abroad, vacation schools, school playgrounds, public lectures and entertainments, play and social centers and organized athletics, games and folk

†By Clarence Arthur Perry. Charities Publication Committee, New York, 1910. Duo-decimo, 393 pp.; \$1.25 postpaid.

dancing. Nearly every chapter closes with a list of references for further reading. The index is full and clear; the illustrations are new and illuminating, and increase the practical value of the book. The appendices contain a suggestive list of possible lectures and suitable persons to deliver them, also the regulations covering the use of school buildings adopted by the Rochester Board of Education.

The book is so full of detail of actual work that any review is necessarily inadequate, and the activities here portrayed are being extended so rapidly that even such an up-to-date volume as this soon fails to rep-



VACATION LESSONS IN FIRST AID METHODS

resent conditions accurately. Its permanent usefulness is, however, assured because, while not attempting to cover local history fully, it gives events and situations that make clear the aspects and stages of this widely developing undertaking. The author is deliberately optimistic; he has ignored the failures, and on a basis of actual accomplishment has argued well for the wider use of the school plant.



#### Municipal Chemistry\*

The professor of chemistry and director of the laboratory of the College of the City of New York has edited this series of thirty lectures by experts on the application of the principles of chemistry to the city. The editor believes that "the greatest material need of our American cities today is the chemist," but realizes that this view is not held by the public, "which looks upon the chemist as an analyst and not an import-

ant social factor." These lectures, free from superfluous technical details, seek to correct this misconception and to show that an unhampered scientific commission in every American city, advising with the authorities on all practical matters, would greatly improve the public welfare.

The opening chapter gives Professor Baskerville's lecture on the general subject of city sanitation. Then follow lectures on purification of water and milk supplies, on food and drug adulteration and inspection, on street construction and sanitation, on methods of waste and sewage disposal, on the making and valuation of illuminating gas, on the smoke problem, ventilation, personal hygiene, the qualities and uses of textile materials, on combustibles and explosives, paint, iron, steel, cement and concrete, and on the importance and maintenance of parks, gardens and playgrounds.

The book is illustrated with views and diagrams showing various activities, forms of apparatus and processes of construction, and there is a full index. Some of the discussion, such as that of water supply, street sanitation and the smoke problem, contains special reference to New York City. This volume is of interest to all citizens for it tells of "the application of enlightened common sense where people congregate and form cities," but its greatest value will not be realized by its readers until they put its precepts to the test.



#### Digest of Short Ballot Charters\*

The initial issue of this loose leaf volume, which was announced in our January number, is now ready, and presents in the only form practicable for dealing with living history the latest information on the adoption of short ballot charters. No apology is necessary for the fact that the Digest never will be complete. It is constantly open for new data, and as it grows in size and value from year to year it will reflect the changes of the movement. Contributions are solicited from critics of the present compilation, and further data are earnestly desired. The many seekers for information on the commission plan of government will find this the most authoritative and adequate treatment of the subject.

\*By Charles Baskerville, Ph.D., F. C. S. McGraw-Hill Book Co., New York, 1911. Octavo, 503 pp.: \$5.22 postpaid.

\*Edited by Prof. Charles A. Beard of Columbia University. Short Ballot Organization, New York. 1911. \$5.00.

# The Development of Des Moines

By Ray Floyd Weirick

City Landscape Architect of Des Moines

In the language of the proverb, some cities have greatness thrust upon them. Such would seem to be the probable destiny of Des Moines, capital city of the wealthy agricultural state of Iowa. Situated at almost the exact geographical center of the state having the highest per capita wealth of any in the Union, with no competitor within a radius of a hundred miles, how can Des Moines avoid prospering?

The citizens style their city "The City of Certainties."

In a few matters Des Moines may be behind the improvements of some other cities of its own class, but in more particulars it is decidedly in advance.

The Des Moines plan of commission government is known the world over among democratic peoples, and is today the talk of every city seeking a form of government based on clean business principles.

In the matter of street lighting, especially in business districts, Des Moines has no equal. Here can be seen on dozens of business avenues any night in the year a better distribution of illumination than is seen even in the celebrated Place de la Concorde at Paris, said to be the best lighted square in Europe. In some other American cities one could find for short distances systems of street illumination perhaps the equal of that at Des Moines, but no other city has such a wide distribution of intense business street lighting.

The area covered by Des Moines is remarkable. Although ranking fifty-fourth in population in the United States, the city is sixth in area. This has led to a very pleasing and comfortable separation of houses, and an entire absence of tenements. The average residence lot has a frontage of fifty feet on the street. This gives an average of two-fifths of an acre for every man, woman and child within the

city limits—between the two extremes of an old, crowded city and an open prairie. Spread over the once heavily wooded valleys of two rivers, the residence portions still have thousands of fine old forest trees standing. The vista of almost any street ends in tree covered hillsides.

The rather unusual amount of territory covered by the city has fostered the formation and growth of about thirty different clubs, leagues and other improvement associations. The women's clubs meet in an art building owned by the park department, and several district leagues own quarters of their own. By far the strongest organization in the city is the Commercial Club, a highly respected association of about seven hundred of the strongest business men of the city. To the consistent, wide-awake, progressive work of this Club are due many of the reforms of the city, and the remarkable growth of forty per cent in population the past decade, a decade also remarkable in that the state as a whole lost population due to the call for settlers on the cheaper lands of Canada. The Commercial Club has a long list of active committees for the handling of special departments, such as the committees on Greater Des Moines, lighting, conventions, freight rates, civic improvements, etc. The chairmen of these committees compose the Advisory Board, holding regular noonday luncheon meetings regularly once or twice a week for discussion. The Club entertains an average of 150 distinguished visitors each year, and is responsible for the holding of more than 150 conventions at Des Moines annually. The power exercised by the Commercial Club is evidenced by the fact that members of the City Council frequently meet with the Advisory Board to consult on important public matters.



AN ORNAMENTAL  
STREET LIGHT  
IN DES MOINES

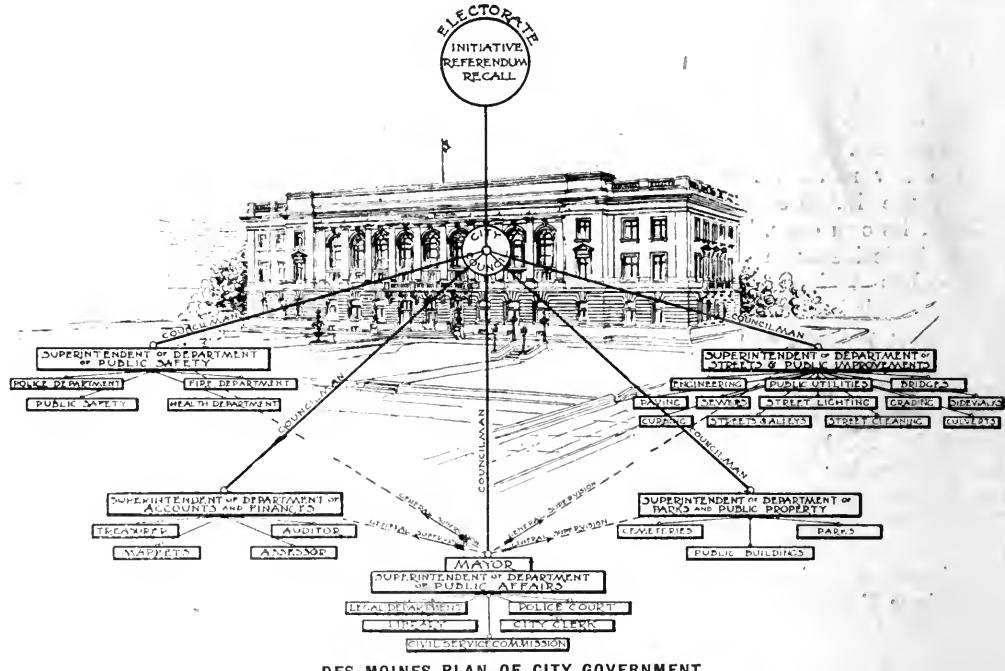
No discussion of Des Moines could be thorough without a word of explanation concerning the workings of the commission government, the plan which in the first year of its operation saved the city \$189,000, and has been so far satisfactory that it is either now in operation or about to be instituted in hundreds of other American cities. The present Mayor, Mr. Jas. R. Hanna, a university professor and deep student of municipal economics, thus tersely sums up the "Plan."

"The commission form of government abolishes ward lines, party politics and the old division of city officers into legislative,

any misconduct or lack of attention to duties. All other subordinates except common laborers are selected under civil service rules administered by a Civil Service Commission, and are removable only for misconduct or lack of attention to duties, or activity in political matters.

"The four Councilmen and the Mayor act as the administrative heads of their respective departments, and also constitute the city council, and as such legislate for the city. The Councilmen under the Des Moines plan are elected for a period of two years. \* \* \* \* \*

"It will be seen that directness and simplicity are the main characteristics of the Des Moines plan of commission government. The great purposes are to make



executive and judicial departments. In place of this it substitutes a board, consisting of the Mayor and four Commissioners, who manage the affairs of the city just as a board of directors manages the business of a bank or any large corporation, who are invested with all the powers of city government, and who are elected by the people of the whole city, but without any party designation. These five men divide the duties of the city government among themselves into five departments of Public Affairs, Accounts and Finances, Public Safety, Streets and Public Improvements, and Parks and Public Property. They then elect all the subordinate officers necessary to the conducting of the city business, such as chief of police, police judge, city clerk, city engineer, city treasurer, city auditor, etc. These subordinate officers may be discharged at any time for

the city government feel responsive to public opinion, and also to make it efficient in administration. To carry out these two fundamental ideas two other great principles have directed nearly all the details of our charter, *viz.* to confer upon the governing body great power, and to hold the governing body strictly responsible for the right use of that power. Publicity and efficiency are thus the watchwords of the Des Moines plan.

"Candidates must make a public statement of their campaign expenses; there can be no secret meetings of the city council; every ordinance appropriating money must be on public file for seven days before it becomes effective; all franchises must be submitted to a vote of the people for approval before they become operative; officers must have no secret obligations to public service companies in the way of

passes, special rates, or free services, etc. These specific provisions for publicity have created a general spirit of bringing everything in connection with the city government out into the open light. Campaigns are conducted practically altogether in open meetings, hundreds of which occur in every city election. Every meeting of the City Council is minutely reported in the daily newspapers. The result is that public opinion is well informed and intelligent, and it moulds the action of the City Council; and the power of this public opinion is rendered still more effective by the existence of the provisions for the initiative, referendum and recall.

"The result is a prompt, efficient, businesslike administration of municipal affairs. That would seem to be something like the fulfillment of democracy, when you can have intelligent public opinion making itself felt in a businesslike administration of public business."

Until the commission government went into effect the parks were under a Board of Park Commissioners, as in most other cities today. During the life of this Board, about fifteen parks were secured, varying in size from half an acre up to a hundred acres. Unfortunately these reservations were practically all around the edges of the city, and not one of them was located in the heart of a district likely to become densely populated. All were desirable pieces of ground, but few such areas were located as they would have been under a rational scheme. Most of these parks received a limited amount of development from time to time, according to piecemeal plans drawn by nurserymen and outside landscape gardeners, but no one park has been completely developed so as most effectively to fulfill its mission.

A rather unusual proceeding was that all of these park reserves were either purchased outright or bargained for on short term payments, so that during the past year the last payment was made on the existing park holdings of 715 acres, the city now being in complete possession of

all its park lands. Counting the parks now bordering on the rivers and several strips of narrow width conveyed to the city by default, the park department controls about 3.5 miles of river bank, principally along the Des Moines River.

For years past there has been discussion as to how Des Moines could best improve and conserve its natural opportunities so as to be normally provided with boulevards and park areas. One architect, purely out of the interest he felt in the subject, had caused to be made at his own expense several excellent plans for driveway systems and river front improvements. Finally, deeming that active and concerted action alone would bring tangible results, the women's clubs secured the co-operation of

all the improvement leagues in the city, including such strong business bodies as the Commercial Clubs of both East and West Des Moines and the Real Estate Exchange, went before the Council in a body and secured the employment of Mr. Charles Mulford Robinson, city plan expert, to make a study of the city and report on a rational city plan, especially as regards



POLK COUNTY COURTHOUSE

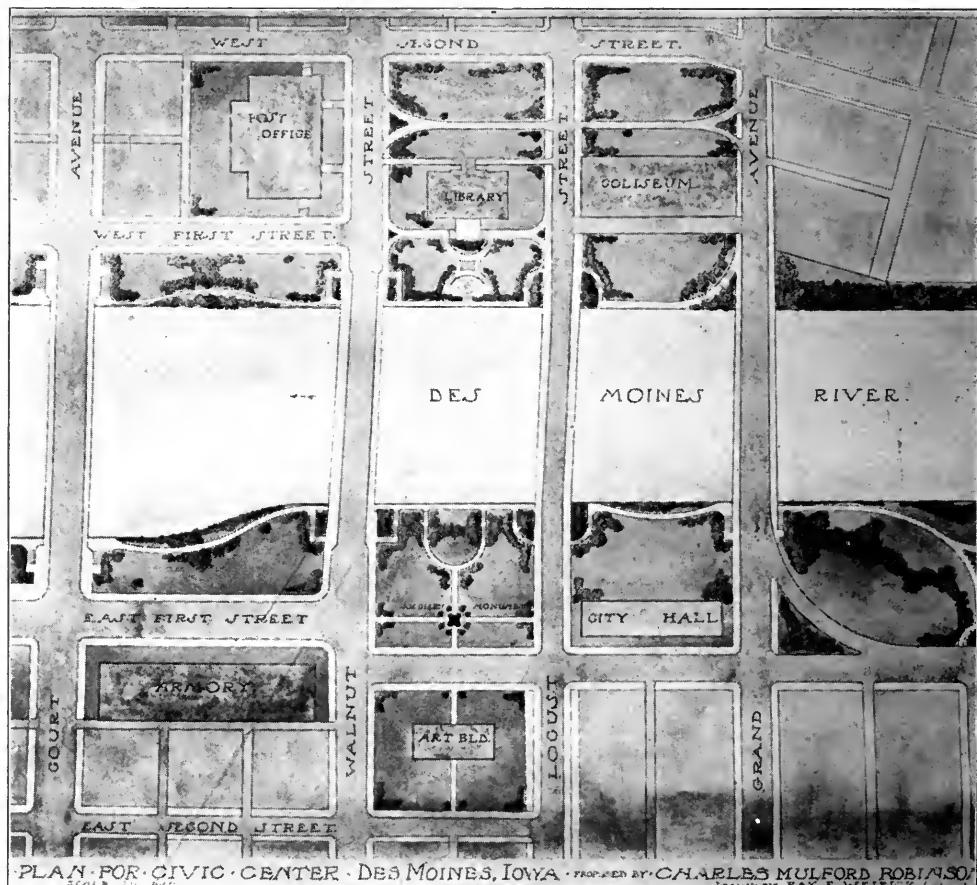
street systems, civic center, capitol grounds, parks and boulevards. In due time Mr. Robinson's report was submitted. Realizing that to let the matter drop there would be the worst possible thing, the Commercial Club, through its Civic Improvement Committee, after consulting with the women's clubs and the Council, agreed to stand the expense of bringing a practical landscape engineer to the city long enough for him to make a survey for one of the boulevards shown in the Robinson report. This Committee is so well balanced and selected that a short digression is pardonable to outline its make-up. The chairman is a young business man who was selected because he thought himself too busy to undertake the work, which excuse the Commercial Club wisely construed to mean

that he would put his whole energy into the work if he undertook it. A landscape gardener long a resident of the city, three architects and a former member of the old park board complete the active committee, with Mayor Hanna and Commissioners Ash and MacVicar members *ex officio*.

The proposed boulevard was surveyed to wind through a long, well-wooded valley lying neglected in a section of the town rapidly building up with fine residences.

for work of a similar character in other parts of the city.

The report of Mr. Robinson calls for a civic center on the river front. A nucleus had been formed ten years before when a new public library was built in a half block on the riverside between the east and west business districts. At that time, the banks of the stream were disreputable as a dumping ground and billboard nightmare, and consequently the library location was



The writer, who had been selected to take charge of the survey, completed the work in about a month; and the Commercial Club and nearby residents were so well impressed with the possibilities of the proposed driveway that the Council was induced to make the office of City Landscape Architect permanent in order that the boulevard work might go forward to a thorough development from year to year. During the past year a section of the survey was graded, and plans were drawn

which criticized. With this start made, however, the federal government was finally induced to locate a large new postoffice (Des Moines has the largest per capita postal receipts of any city in the Union) on the next block south. A year later a new coliseum, seating 10,000 and built by popular subscription, was erected on the block just north, making three public buildings in line on the west bank of the river and close to the business center. On the other side of the river there will be

completed this year a new city hall costing \$350,000. This Municipal Building, as it is called, is designed especially to fit the needs of the Des Moines plan of government, the Mayor and Commissioners being located about an open lobby somewhat the same as officers are generally placed in a bank. The plans call for two more public buildings, probably an armory and an art hall, and also the bringing to the river front of a large soldiers and sailors monument, now standing in an unsuitable location near the capitol. A five span concrete bridge is now built, and another will be completed this year. Two more are plan-

furnishes the keynote. If this imposing building be often brought into the visitor's impressions of the city it will seem to dominate the town with a dignity impossible in any other object.

Unfortunately the state house seems to center on but one street and that not a very straight one. However, a careful study of the street plan, accommodated as it is to hilly ground, revealed the fact that there are more than a dozen short stretches of irregular streets pointing toward the capitol dome. By working these sections into the boulevard scheme, by judicious planting of new trees and trimming of old



THE BEGINNINGS OF THE CIVIC CENTER—THE NEW POSTOFFICE, THE LIBRARY AND THE NEW LOCUST STREET BRIDGE

ned for. So the civic center is now about three-fourths finished. It will not be many years until the incoming visitor to Des Moines will look up through a municipal court almost exposition-like in character, doubled in beauty by water reflections.

With all that Des Moines is trying to do for itself as the capital of Iowa, it is confidently expected that the state itself will in the things purely concerning the state do its own share toward making its buildings and grounds harmonize with the city's improvements. A city is only successfully attractive where its individuality is developed. Recognizing that Des Moines is first the capital of the state, it is proper that this idea should be emphasized in the visitor's mind. For this the state house

trees, it will be possible to afford enough vistas directed to the capitol hill to give the city almost a new character.

The state itself is in need of more buildings. Twenty-five years ago, when the capitol was being built, strong objection was made to its size, because, people said, it was being constructed so large that it could never be filled, and the rats would chase out those bold enough to penetrate the unused rooms. The capitol has been crowded to overflowing for a decade, and every year it less efficiently houses the various executive and legislative departments of the state. Near by the capitol is a fine new State Historical Building, and several more temporary buildings containing offices. Taking the Historical Building

into the scheme, it is expected that the state will plan for a regular grouping of its buildings with the state house as the centerpiece. Because the grounds are even now in danger of crowding by apartment houses, the state will probably condemn and purchase sufficient extra ground in front to make a formal mall down to the

been at work on a plan for these grounds, and this year will see a number more of permanent improvements made.

A very encouraging thing at Des Moines is the interest the School Board is taking in the improvement work. There are 63 school buildings within the city limits, most of them on large grounds. The Board



PROPOSED GROUPING OF STATE BUILDINGS ABOUT THE CAPITOL—CIVIC CENTER  
IN BACKGROUND

base of the hill, bringing the entire facade of the capitol into view from the civic center and business districts.

The state also fosters at Des Moines an immense state fair, held every autumn and accommodated in a large group of permanent buildings of exposition character situated on a tract of several hundred acres. An outside firm of landscape gardeners have

agreed to pay part of the City Landscape Architect's salary, in order that permanent improvements may be made from year to year to the school grounds. The plans are now to develop some of the larger grounds in crowded sections of the city as playgrounds and interior parks. The Des Moines School Board has taken a decided step in advance, and it is reasonable to

expect that the grounds will become great centers of comfort and amusement, and will also influence, by example, a better and neater appearance of the yards about the residences.

As the policy of Des Moines, in park work as well as in other lines, has always been to develop steadily and consistently, but surely, so in the future one may expect

ally famous civic center group, and when the state capitol, seemingly the hub of many radiating streets, will dominate a splendid group of state buildings arranged symmetrically on ample grounds. Des Moines is not going through a boom, in the common acceptance of the term, but if the present rate of growth is maintained in 1920 the population will be 288,000, and



SCENE IN THE STATE FAIR GROUNDS

to see the improvement plans unfold as fast as funds are made available. Des Moines is not much given to the bonding idea. The fact that all the park land is paid for proves this. But the time is not far distant when visitors can drive for more than fifty miles over riverside and riverview boulevards, and hill and dale parkways; when the river will mirror an architectur-

in 1930 it will reach 552,000. To accommodate a large population the long-headed ones believe in building largely and broadly and comfortably. "Will it pay?" is the question eternally asked. "Sure," says the booster, "it's bound to pay, because it will make Des Moines the most popular convention city and the most homelike city in the Mississippi Valley."



# Smoke Worse Than Fire

By Herbert M. Wilson

Chief Engineer U. S. Geological Survey

The smoke nuisance is one of the greatest dangers of modern times, insidiously attacking the health of the individual, lowering his vitality, increasing the death rate, and causing untold loss and injury to property. The damage which this evil inflicts can hardly be estimated in money; it is equally impossible to estimate the amount of suffering, disease and death and the general effect of lowered vitality caused by this nuisance.

A careful inquiry was recently made by the government concerning the toll paid by the people of the United States on account of smoke. Unfortunately but few cities have investigated the costs involved, but those which have furnish data that are almost startling. Summing up the results of inquiries in a number of cities the estimate is made that smoke causes more than \$500,000,000 damage each year in the destruction of merchandise, the defacement of buildings, tarnishing of metals, injury to human life and plant life, the greatly increased labor and cost of housekeeping, and the losses to manufacturers due to imperfect combustion of coal.

In our great and middle-sized cities live more than 30,000,000 people, and these suffer all the loss shown in the total of \$500,000,000. This means a per capita loss of \$17 each year to every man, woman and child in these cities. This sum is so vast that it fails of comprehension. It would build nearly a Panama Canal and a half every year. But more startling still, considered as an annual per capita tax, the losses incurred by the inhabitants of American cities equal the total taxes they pay on their real and personal property, and equal one-third the total corporate debt of all American cities of this size.

## The Loss Estimated

These figures are so astounding as to be almost unbelievable, and it is but fair to

tell on what this estimate was based. A short time ago smoke officials of Chicago, after careful inquiry, reported that that city lost \$50,000,000 each year through smoke. Cleveland conducted a similar inquiry among its merchants and placed the smoke damage at \$4,000,000. St. Louis, in estimating the damage on merchandise alone, gave it at \$1,000,000. The city of Harrisburg showed \$120,000 loss for the year.

The Smoke Committee of Cleveland, discussing the losses occasioned by smoke, reported:

"There are approximately 400 retail dry goods stores in Cleveland doing business of from \$10,000 to \$3,000,000 or \$4,000,000 a year. The owners of some of these stores estimate, and the same estimate is given in other cities, that on all white goods a clear loss of 10 per cent must be figured. Taking the single items of underwear, shirt waists, linens and white dress goods for the eleven department stores, the proprietors conservatively estimate their combined loss at \$25,000. Consider then the loss in all lines of light goods for all 400 stores. The wholesale dry goods houses show a similar loss. In Cleveland there are 55 men's furnishing stores, and the conservative estimate of loss in these stores is placed at \$15,000 annually. The stores mentioned represent only a small portion of the trade affected.

"Aside from the damage to stock an annual cost for cleaning, particularly among retail houses, must be included. One retail establishment in Cleveland paid, just a year after painting and decorating its walls and ceilings, \$1,800 for repainting and redecorating, made necessary entirely by smoke. During the same year the bill of this house for window cleaning was \$2,000, for laundry purposes \$1,500. This in a measure was due to the smoke nuisance. Multiply these figures by the thousands of business houses needing the same attention, and some estimate of the total cost in this direction may be obtained. To this should be added the cost of lighting, particularly in retail stores, factories and offices, made necessary by the smoky atmosphere.

## Damage to Homes

"But a greater cost than all of these must be considered in the loss to the 100,000 homes in Cleveland. The constant need of cleaning walls, ceilings, windows, carpets,

\* The first part of a paper presented before a recent meeting of the American Civic Association. The second part will appear in the June issue under the title "The Cure for the Smoke Evil."

rugs and draperies, for redecorating and renewing, can be realized only by the house owner or housekeeper. To this should be added the increased laundry bills for household linen, the dry cleaning for clothing, and the great additional wear resulting from this constant renovation, necessitating frequent renewal. Consider also the permanent injury to books, pictures and similar articles. Though impossible of computation, it will be seen that the total of these items aggregates millions of dollars."

In Chicago one prominent merchant of State Street asserted that in his establishment alone the price of goods was reduced \$200,000 in one year because of being soiled, most of the damage having been done by smoke in the atmosphere.

A St. Louis dry goods merchant estimated that from 7½ to 12 per cent on the cost is not an excessive estimate of the loss which St. Louis dry goods merchants are called upon to sustain in depreciation of the value of merchandise on account of the smoke nuisance, exclusive of the expense incident to the care of merchandise, to which merchants are subjected to prevent a greater loss. Another merchant of St. Louis said:

"Our porter and cleaning bill runs about \$17,000 a year and much of it would be unnecessary were it not for the extra dirt due to smoke."

A St. Louis book and stationery dealer testified that

"A very conservative estimate of our damage due to smoke would be \$10,000 annually. We employ three boys whose sole duty it is to clean the soot from the stock."

#### Trees Killed

The City Forester of St. Louis declared that more than 4 per cent of the city trees are killed every year by smoke. In that city it has been found impossible to grow evergreen conifers, except the dwarf juniper and the Austrian pine. Only the hardiest of roses grow in that city. The trees which suffer the greatest injury are the oaks, hickories and conifers, and these are especially ideal park trees and far more valuable for beauty and permanence than the softer wooded varieties.

Turning now to the losses in fuel combustion: our present method of burning coal with smoke is costing the people of this country, unnecessarily, \$90,000,000. It is estimated that 8 per cent of the coal used in the production of power, light and heat, or in all about 20,000,000 tons of coal, are going up the chimneys each year in

smoke. This coal costs the people at least \$40,000,000, It is further estimated that in the production of coke 25,000,000 tons of coal are wasted in the air. This coal is worth \$50,000,000.

#### Loss of Life

While this total loss of \$90,000,000 due to imperfect combustion, added to the losses due to damaged property, aggregates a vast sum, it is as nothing compared with the injury to life which the smoke inflicts in the great cities. The smoke nuisance means uncleanliness, wretchedness, disease and death. Comparing physical and vital assets as measured by earning power, vital assets are three to five times the physical assets. Dr. Irving Fisher, in his report to the National Conservation Commission on the subject of human vitality, writes:

"It is found that fifteen years, at least, could be at once added to the average human lifetime by applying the science of preventing disease; more than half of this gain would come from the prevention of tuberculosis, typhoid, and five other diseases, the prevention of which would be accomplished by purer air, water and milk."

The prime source of the pollution of the atmosphere is smoke. The death rate is higher in the city than in the country, and the larger the city the higher the death rate.

In a report to the London City Council a scientific expert said:

"Pure air is essential to a thoroughly healthy life, and the effects of smoke in vitiating the atmosphere are shown by the fact that children born and bred in big towns are usually of inferior physique, and this degeneration is growing in succeeding generations of town dwellers. Indeed, the standard of health in towns is only kept up by the constant influx of people born and bred in the country, and there is little doubt that a smoke-laden atmosphere diminishes the vitality of those who continually breathe it, increases their liability to disease, and finally shortens their lives. Also it is more than probable that living in a foul atmosphere which diminishes the vitality, increases the desire for stimulants, induces drunkenness and its concomitants—brutality, immorality, and crime."

#### It Shuts People In

Dr. John W. Wainwright, of New York, states:

"One effect of the smoky atmosphere, even worse than breathing it, is found in its indirect effect in causing people to keep their windows closed, and so breathe a more vitiated atmosphere within. It has been recognized for some time that one of the conditions most favorable to consumption is to be found in defective ventilation,

the breathing over and over of the same foul air. Another effect not to be lost sight of is that the presence of soot in the atmosphere shuts off and obscures sunlight, which is so important to a healthy life. The eyes are subjected to a continuous overstrain, bringing on headaches and a whole train of nervous diseases. A smoky atmosphere by its exclusion of light, its content of sooty, acrid and irritating particles suspended in it is harmful to the tissues of the nose, throat, eyes, and especially to the lungs and air passages, whether in a healthy or other condition; aggravates the discomfort of all those suffering from all forms of ordinary diseases, increases the distress of those with nervous complaints, lowers the tone of general health, is a peril to the aged, diminishes buoyancy of spirits, and reduces still further the already lowered resistance of disease."

What smoke costs in reduced vital energy is forcefully shown in the figures given by Rollo Russell, who estimates that the shifting pall of smoke which hangs over London costs Londoners as much as \$25,000,000 a year. It is estimated that owing to the perpetual haze lying between sun and city that London gets only 50 per cent of the sun's light between November and February and only 84 per cent from May to August. Sir Frederick Treves, a famous physician, said that in three days fog in Manchester it was calculated that for every square mile 150 pounds of sulphuric acid and 1,300 pounds of soot were deposited. A similar examination in Chelsea showed that for every square mile there were 6 tons of soot. Sir Frederick said that from what he had seen of the lungs of dead persons in London they were absolutely black both on the surface and down to their depths. He declared that smoke kills people not by scores but by thousands.

#### Smoke a Poisonous Gas

It must be understood that smoke, aside from the looks and tangible shapes in which it presents itself, is one of the most poisonous gases polluting the very air we breathe. So apparent is this fact that physicians in our larger cities state their ability to tell at a moment's glance at the lungs in a post-mortem examination whether the man has lived more than thirty days in such a city or not. In the former case their examination proves that the blood, instead of showing red, is black as soot can make it.

Medical men the world over are unanimous in the declaration that the breathing of coal smoke predisposes the lungs to tuberculosis and even more violent lung trouble,

such as pneumonia, as well as to many other acute diseases. We know that lung diseases are more prevalent in smoky cities; that the death rate of children due to diseases of the respiratory organs is especially great in coal and iron districts; that tuberculosis is more rapidly fatal in smoky regions.

According to the report of the National Conservation Commission, 150,000 persons die each year in the United States from tuberculosis, and 500,000 are suffering from that disease at the present time. The statement is made that, with the proper hygienic conditions and the absence of smoke, three-fourths of the deaths from tuberculosis are preventable. In other words, we are wasting of that most precious of all resources—human life—112,500 men, women and children each year. If we appraise each life lost at \$1,700, as some European insurance companies do, and each year's average earnings as \$700, the economic gain to be obtained from preventing tuberculosis through impure atmosphere and bad hygienic conditions would be \$270,000,000 in one year. It is this sum which, added to the losses in property damage and fuel value previously considered, make the total of \$500,000,000 first stated as the estimated losses due to the smoke nuisance.

In addition to all the above, there is the psychological effect of smoke. The city enveloped in a sooty fog is a gloomy city and the children reared therein are in danger of growing up with too much toleration for dirt and too little of that full enthusiasm for the beautiful and clean things of life which sunlight and God's blue sky encourage about as well as anything else in this world.

As more than one-third of the people of the United States live in cities, the smoke nuisance has become a national pest. The fuel division of the Geological Survey is charged with conducting investigations into the fuel resources of the country looking to the best utilization of the supply, and thus prolonging the life of the coal fields. That this is absolutely necessary is seen from the fact that during the past ten years nearly as much coal has been used in this country as had been produced during the preceding century. The increase in the use of coal has been so great that if the present ratio of increase were to continue the coal fields of this country will be exhausted before the end of the next century.

# The Prevention of Disease by the Elimination of Dust\*

By Frederick L. Hoffman

Statistician, Prudential Insurance Company of America

The dust problem underlies all deliberate efforts to improve the conditions which, more or less, determine human health and the duration of life. Other things equal, the length of life will be in almost exact proportion to the degree and kind of dust exposure, and the evidence is entirely conclusive that those who live and work in a dust-laden atmosphere are especially liable to diseases of the lungs and air passages. The relation of dust to diseases of the respiratory system, particularly asthma and hayfever, bronchitis, pneumonia and influenza, fibroid and tubercular phthisis, and the whole extensive group of diseases of the nose, pharynx and larynx, is so well established and understood as not to require to be emphasized on this occasion.

The subject divides itself into the consideration of outdoor dust and indoor dust, which latter term includes the whole category of so-called dusty trades.

Outdoor dust, as met with on streets, pavements, highways and speedways, and in travel on steam and electric railways, and in subways and tunnels, is, in a measure, more of a public nuisance than a direct menace to health. It, however, cannot be questioned that the dust of streets and roads is the cause of a vast amount of sickness, not necessarily followed by fatal consequence. The investigations which have been made by qualified experts prove conclusively the dangerous nature of public dust, and emphasize the importance of scientific methods of highway construction and care of streets and pavements.

The extensive use now made of mechanically propelled vehicles has increased enormously the difficulties of dealing effectively with the dust nuisance, except by radically different methods of road maintenance than have heretofore been in use. Dust prevention on highways requires to be brought into direct relation to road pres-

ervation, since, after all, street dust is no mere and no less than street destruction and disintegration, with serious consequences to public health. The use of water and salt solution, of tar and oil binders, of asphalt emulsions, and similar preparations, may be mentioned by correlating dust prevention to road preservation. American methods, in this respect, have not as yet been as successful as foreign efforts, but the evidence is entirely conclusive that the watering of public streets and highways is insufficient, and that it requires to be replaced by more scientific and effective methods. The large quantities of public dust and refuse requires to be collected and disposed of by more rational methods of dust destruction than is at present the case.

Dust destructors of a modern type were first used in England in 1876, but they have since been materially improved, and while apparently involving the waste of possibly useful material, they are preferable to crude methods of refuse disposal, which are often but equivalent to dust dissemination and redistribution into the immediately surrounding atmosphere. Crude methods of sidewalk cleaning are practically universal throughout American municipalities, and even where ordinances exist that require such cleaning to be done early in the morning they are seldom enforced. Sidewalks are swept at all hours of the day, not only to the annoyance, but to the serious detriment of the health of the city population; and it is only on rare occasions that previous sprinkling, or the use of suitable dust-laying material, prevails. Dust, in cases of this kind, as pointed out by Dr. H. S. Anders, may act as a predisposing cause of disease, or as a direct physical irritant to the respiratory passages, thus inflaming the mucous membrane and weakening its resistance to bacillary invasion. Such dust may also carry infection directly by means of dried tuberculosis sputum which some ignorant or careless consumptive has recently expectorated, while incipi-

\* From a paper presented before the first Mayors' Annual Conference of the State of New York.

ent tuberculosis may be aggravated and converted into a case of rapid and virulent destruction of lung tissue because of the addition of pus-producing germs. Such dust and dirt should, therefore, as far as practicable, be removed during the night, or the very early morning hours, or, if removed during the day, only after sprinkling, or in connection with the use of dust-laying material.

Vast quantities of health-injurious dust are also produced during building operations, which are almost invariably carried on without the slightest regard to public convenience or to health. The workmen themselves, including plasterers and bricklayers, painters and decorators, are most seriously affected, and they suffer in consequence a higher rate of sickness and mortality from respiratory diseases and tuberculosis than the population at large. Still more aggravating is the dust nuisance in the case of building demolition; immense quantities of dust are produced by crude methods and the non-use of spraying, sprinkling, or dust-laying material, which a rational municipal administration should insist upon. Often the buildings torn down are old and insanitary, and disease-breeding germs are disseminated into the surrounding atmosphere, as well as to the immediate injury of the workmen employed in this kind of work. In recognition of the dust nuisance resulting from the demolition of old buildings, the London County Council has decreed that such work in London shall be restricted to the hours between six o'clock in the evening and ten o'clock in the morning, and it is made incumbent upon those responsible for the work of demolition to see that the walls are thoroughly watered during the process. From the standpoint of public health such an ordinance should be adopted by every American community.

The important relation of the automobile to the dust nuisance has been brought to public attention by sanitary officers in America and Europe. The finely comminuted dust disseminated in the form of large clouds not only affects persons travelling on the highways, but also reacts injuriously upon the adjacent residence property, with a resulting reduction in the hygienic value of life in country districts. The dust on ordinary country roads consists largely of hard particles, comparable

to those cast off by grindstones, mixed with organic matter, to an extreme degree of fineness, favorable to the penetration of such particles into the innermost recesses of the lungs. It has been held by those qualified to express an opinion on the subject that such organic particles are capable of conveying the germs of various diseases, and that such dust exposure may be an unsuspected cause of influenza, or even pneumonia. In the words of the County Medical Officer of Hertfordshire:

"If, as is well known, stonemasons and those working in other dusty trades are peculiarly liable to stonemasons' phthisis or silicosis, unless the dust be prevented by oil or water, so must dust of the roads in lesser degree have a definite injurious effect on the lungs."

More serious than outdoor dust in its usual form is indoor dust, usually met with under the prevailing conditions of domestic life, or as the result of dust exposure in public places, postoffices, courthouses, schools, churches, theaters, libraries, etc. Methods of dust removal in places of this kind are rarely more than crude methods of dust disturbance, and the most simple analysis of the air in practically all public places, or where there are gatherings of people, will produce abundant evidence of a dust-laden atmosphere, which under given conditions must be more or less a menace to public health. In places of this kind the ordinary crude methods of sweeping should be absolutely done away with, and as a more or less effective substitute therefore pneumatic methods of dust removal should be insisted upon as an essential requirement for the preservation of public health and the prevention of transmissible and other diseases. Public conveyances, sleeping and parlor cars, plush-cushioned street cars particularly require to be cleansed and disinfected with great care, and their cleansing, brushing, sweeping, etc., in the presence of passengers should be absolutely prohibited. It is a most serious reflection upon the present state of public intelligence that practically no objection should be raised by a supposed-to-be-educated class against the brushing of coats, hats, etc., after a dust-stained travel in sleeping or parlor cars. There can be no question of doubt but that a considerable amount of disease is spread in this manner, and that many, if not most, of the ordinary coughs and colds result from need-

less dust exposure in public places and in public conveyances.

The problem of effective dust removal is a peculiarly difficult one in public and private libraries, for there are probably no better dust collectors than books. Equally difficult is the problem of reducing the dust nuisance to a minimum in public school buildings; but there, if anywhere, the most intelligent methods of dust removal should be insisted upon, in place of the present crude methods of what is neither more or less than mere dust and dirt disturbance. The close coincidence of school attendance with epidemics, or the prevalence of acute infectious diseases of infancy, is probably as much the result of dust exposure as of direct contagion or infection from one pupil to another.

The degree of public control in matters of this kind which can be exercised by a rational health administration is, of course, ineffective in the home. Domestic dust is a more serious menace to health than is generally assumed, and even in the homes of the wealthy, expensive hotels, clubs, etc., the methods of sweeping and dusting are more in the nature of dust disturbance than of dust removal. Pneumatic processes of dust removal should, as far as practicable, replace crude methods of sweeping and dust disturbance; and a more sanitary mode of life generally, including the doing away with needless carpets, rugs, hangings, etc., will result in a material improvement in the health of the house and a lesser degree of frequency of catarrhal diseases, hayfever, bronchitis, and similar diseases of the nose, throat and air passages. It is not at all going too far absolutely to prohibit the sale and use of feather dusters, as perhaps one of the most seriously detrimental agencies to health in the home. Every housewife should be taught the importance of dust removal, rather than dust disturbance, and the hygienic value of pneumatic processes, in so far as they can possibly be applied to dust destruction in the home.

The problem of domestic dust can further be reduced to a minimum by the use of proper dust binding floor covering material, which, unfortunately has not as yet in this country become as well known as in Europe. For public buildings, schools, theaters, churches, etc., a proper floor dressing has been perfected, which is held to have a peculiarly beneficial action in reducing the

dust nuisance and in the prevention of disease. In all matters of this kind the useful should precede the ornamental, and preference should be given to considerations of the preservation of individual and public health.

Dust prevention and dust removal in public places, or the house, must necessarily be interdependent with methods of effective ventilation. It has properly been observed that ventilation is at best a compromise, for, in the words of Dr. Thos. Glover Lyon,

"It is impossible to supply to crowded rooms air equal in purity to the surrounding atmosphere."

Ventilating systems without number have been invented only to fail in their practical application to the widely varying conditions under which life and especially industry are carried on. Those who have most carefully studied the subject are agreed that in all dusty trades the chief consideration is the removal of the dust at the point of origin and before there has been an opportunity for atmospheric contamination. Considering the truly enormous loss of life and health in industry, as the result of considerable and continuous exposure to industrial dust, the installment of effective dust-removing and dust-destroying devices is a matter of the utmost concern to both the employers and employees. Upon this point it has been observed in the Second Report of Departmental Committee, appointed to inquire into the ventilation of factories and workshops, that

"Dust, fumes, steam, and other impurities, unavoidably given off into the air would best be removed locally and thus prevented from mixing with the general air of the room. Ventilation, with this object in view, may be distinguished as 'local ventilation.' Local ventilation is dust carried out by means of exhaust fans, which may be of the propeller type with large ducts, and low velocities of air will suffice. In many cases, however, centrifugal fans are essential, and usually they are preferable on account of the liability of propeller fans to be interfered with by wind, etc."

As yet the whole subject of effective dust removal in dust-producing industries has received only incidental consideration in the United States. Of course, where the object of manufacturing processes is the production of dust itself, as in the case of flour, cement, etc., methods of preventing dusty substances from mixing with the general atmosphere are governed by commercial

considerations to eliminate the element of waste. Operations of this kind, including the transference and packing of dry and dusty material, should, if possible, be carried out by mechanical arrangements, boxed in, so as to prevent the escape of dust, and combined, if necessary, with the local exhaust ventilators.

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In the final analysis all matters of this kind involve the larger question of community responsibility. Evidently a rational public health administration, intelligently coördinated to the numerous voluntary movements of social and industrial development, can do much, if not most, to improve the conditions more or less detrimental to health and life. What is required today is effective medical supervision of schools, effective medical supervision of factories and workshops, effective public supervision and control of public conveyance, and a more intelligent and scientific administration of public works, highways, etc., including the sanitary supervision and control of public buildings. There can be no question of doubt but that the sanitary condition of many public buildings is execrable, and there are facts in abundance to prove that the health and longevity of postoffice clerks, custom-house clerks, teachers, and similar public or semi-public officials are far from being what they should be. Most of our large public buildings have been erected with a total disregard of scientific principles of ventilation, and in practically all public buildings, as well as on public roads and highways, the methods of dust removal are crude in the extreme.

What is true of public institutions and public works is equally true of private and business life. Throughout the nation there is now a vivid realization of the economic value of human life and health. It is being realized to an ever increasing extent, that most of the diseases which afflict mankind and which hinder human progress and cur-

tail human existence are preventable and within the power and control of human intelligence. In no field is the outlook for successful work more hopeful than in that of dust prevention as the first successful step towards the elimination of an agency decidedly detrimental to human health and life. By coöperation and intelligent coördination of existing agencies, public or private, and most of all, by enlisting the coöperation of the public itself, a vast amount of good can be accomplished in a field which is now practically neglected, even by those most interested in the preservation of life and health.

The control of the dust nuisance on public highways must needs have its effect on real estate values, which are now, in many localities, depressed because of the diminished attraction of country life. Dustless roads must increase the use of mechanical and other vehicles where now there are diminished attractions on account of the intolerable dust nuisance. The more or less successful elimination of the dust menace in public places and the home must result in increased physical efficiency, comfort and happiness. Enormous sums which are now wasted on account of sickness will become available for other purposes, and increased productive efficiency and energy of the nation at large will result. The reduction of the dust menace in industry will largely increase our industrial capacity and enhance the economic value of wage-earners' lives. Those who now die in the midst of a useful career, as the result of continuous and considerable dust exposure, followed by death from tuberculosis or respiratory diseases, will survive to old age and conserve their vital strength, to the unquestionable advantage and gain of the community at large. Thus the dust problem, all comprehensive and all inclusive, constitutes in truth and in fact one of the greatest, if not the greatest, of sanitary problems of the present day.



# Township Parks

By Mrs. Edwin F. Moulton

Chairman Civic Department, General Federation of Women's Clubs

The importance now given to public health has been the means of looking toward the prevention of disease rather than to cure after disease is in evidence. And the fact is now well established that certain ailments increase wherever there is lack of opportunity to be out of doors after the industrial wheels have stopped for the working day. These facts have quickened a desire on the part of individuals and especially of municipalities to acquire parks and open spaces—town and city “door-yards”—that all the people may be given an opportunity to enjoy nature whenever leisure makes it possible. It is a selfevident truth that inside parks—neighborhood parks and open spaces—are of the greater value to the people because of easy access. Therefore these should be first secured, and the parking system will follow.

The object of this article is to mention one form of parking that has not received the attention it deserves—township parks. Township parks and playgrounds would help solve the social problems of rural districts. While abundant fresh air is one of the blessings attendant upon farm life, social privileges are infrequent, and places for public gathering and recreation are desirable.

Other states may have legislated upon this important subject, but we have not been able to learn of it. Ohio has a law whereby township parks may be acquired, and it was secured through the interest and persistent efforts of one man, Mr. Volney Rogers, of Youngstown.

Youngstown township is five miles square, the city of Youngstown being the largest city in the township. It is a manufacturing city, and rapidly increasing in population. This city possessed the only park in the township—Wick Park of nearly fifty acres, and named for the family who gave it to their city. It is entirely within the city limits and distant from the industrial center.

Mr. Rogers looked the needs of his city

and its environments squarely in the face, and realized the urgent necessity of providing the people of the city and rural districts with a place where they could meet and refresh mind and body. Lying on the outskirts of Youngstown were 457 acres of land that abounded in natural beauty, a tract of land where nature revelled in her most entrancing forms. One who had visited American and European parks said, after seeing Mill Creek Park, “It is like a bit of Switzerland set down in a level country.” With the eye of a keen observer linked with a philanthropic heart this man discerned the truth that, with a constant increase in population, this magnificent “back yard” would soon be utilized for homes unless rescued from commercial hands and saved for all the people. With indefatigable energy he awakened public sentiment, and started out to obtain legislation that would permit establishing township parks in Ohio. The way was difficult for it was unknown, and only a few steps could be taken at a time. But with unflagging zeal Mr. Rogers kept on, making frequent visits to the state capital and to many other cities, and always at his own expense. With the hearty support of a few public spirited men and women all obstacles were overcome and a law making it possible to establish township parks was passed in April, 1904. The first two sections of the Ohio township law read:

“Section 1. Be it enacted by the General Assembly of the State of Ohio, that whenever a number of electors in any township, including all municipal corporations therein, if any, equal to one-tenth of total vote cast at the general or township election next preceding therein, shall file a petition with the trustees of such township for proceedings to establish a free public park for such township, the said trustees shall certify that fact to the Court of Common Pleas of the County in which said township is situated, and said Court, or a judge thereof, shall appoint a Board of Park Commissioners for such township, to consist of three suitable resident freeholders thereof, one to serve for one year, one for two

years, and one for three years, from and after the second Monday of May succeeding said appointment, and thereafter one commissioner annually to serve for three years; and in case any vacancy shall occur or exist in the membership of said board by death, resignation, or otherwise, said court shall fill such vacancy by appointment for the unexpired term."

"Section 2. Said board of park commissioners shall call to their assistance one or more skilled landscape architects, and, if desired, other expert advice, as to suitable places for the location of a free public park or parks for such township, and they shall make a written report to the township trustees of their findings and recommendations together with an estimate of the cost of the land recommended for park purposes: and they may take options and receive bids from owners of land for park purposes, before filing such report."

Many evidences testify that the American people are being born again, and this

time with more of the spirit of play and recreation. Both of these requisites for health and happiness may be obtained in rural districts by creating township parks. We have secured centralized schools for rural districts and found them advantageous. Why not promote centralized parks? Such parks will indeed form "social centers" where leading issues of the day can be discussed and topics of common interest be considered. Mill Creek Park has amply proven that rural people appreciate the joy and privilege of a common meeting ground, for not only do the people of the township frequent the park, but visitors from other townships and all nearby cities and villages come to this inviting playground. Once make it possible to establish such parks in our states, and the people of the rural districts will soon attest their value.

## Municipal Reference Libraries

Such good results have followed the establishment of legislative reference libraries, which now exist in fifteen different states, that in 1909 the National Municipal League investigated the need of similar libraries for the benefit of cities. Replies secured from librarians of public libraries in all cities of over 50,000 showed the great need of such reference libraries and the advantage of having them under the control of the public libraries.

There are now only three purely municipal reference libraries maintained at public expense—those in Milwaukee, Kansas City, Mo., and Baltimore. St. Louis may soon have one, also Chicago and Cleveland. Boston, Chicago and Newark already have statistical bureaus.

Dr. Horace E. Flack says:

"The principal work will be concerning municipal questions, and special efforts should be made to secure such information for the city officials who are responsible

for the administration of the city's affairs; but to be of the greatest value such a library must undertake to furnish information to the public generally. Such a bureau will be used extensively by the press and this is one of the best ways of reaching the public. Social, civic and improvement associations will also frequently have occasion to use such a library, and its value to a city cannot easily be overestimated. If the bureau be under the control of the public library it would seem valuable to issue a bulletin containing interesting comments for newspaper purposes and showing how the reference library can be of assistance to officials and to the public as each matter of general interest gets the center of the stage.

"It is respectfully submitted that such a library would be a valuable instrument or agency in the efforts to make our municipal governments more businesslike and more efficient. The library will not of itself do away with the abuses which exist, but it will furnish the means whereby such abuses can be lessened, for it will be able to supply the data and the knowledge which are essential to all good government."



# Bucarest: A New Modern City in the Making

By  $\frac{d\ E}{d\ G} d\ G$

Suppose that an American, traveling for example from Berlin or Vienna to Constantinople or Cairo by the Orient Express, stops on the way to visit Bucarest. If the traveler is accompanied by any one who is somewhat familiar with the city, and if he desires to study its development from the structural and the social point of view, he will be able to get many facts and figures, among which are the following presented to the readers of THE AMERICAN CITY:

The general aspect of Bucarest is not at all that of the large cities of America, because the houses are not so high nor of the same kind; they are quite different, for, whether for one family or more, they are

burden of carrying on works on a colossal scale with a very small budget contributed by a small population. Nevertheless, thanks to great efforts, the people are provided with most of the modern comforts. They have good water, and in the central part of the city, good lighting. The boulevards are lighted by electricity, the streets by gas. Towards the outskirts the city is still lighted by oil, but before long the center of the city will be entirely lighted by electricity and the outskirts by gas.

The river Dambovitta which runs through the city, and which often causes terrible floods, has been walled. The central part of the city has been provided



A PRIVATE RESIDENCE IN BUCAREST



PRESENT APPEARANCE OF THE WALLED RIVER

often surrounded by gardens. If such luxury were possible these gardens would cover the entire area of the city.

The area within the city limits is about 13,875 acres and the population only about 325,000, while Paris, with a population about ten times as large, covers only 13,750 acres. Vienna, with its two million inhabitants, has 14,250 acres, and Milan, with a population of 500,000, covers 7,000 acres. On these 13,875 acres there are about 33,000 houses, and 7,000 acres remain unbuilt upon. These figures indicate at once how favored the inhabitants are as to fresh air and open spaces. It must be added that a fortunate provision of law forbids the building of factories in the city, so that the air is not contaminated, and the houses are kept clean.

Though the people are fortunate in possessing so much land the city feels the

with a large system of sewers. The drainage is by means of two conduits which run along the river to the very end of the city. In case of inundations caused by heavy rains the overflows allow direct drainage into the river. The central streets are well paved with stone blocks and asphalt, and are cleaned, but those in the outskirts leave much to be desired in this respect.

The streets are numerous and often very irregular. To facilitate communication and at the same time to beautify the city certain boulevards have been cut through: from east to west the boulevards Carol, Pake and Ferdinand in 1890, 5,520 metres long, Elisabeth in 1871, Maria, etc., and more recently the boulevard Coltzei from north to south, composed of two roadways with wide sidewalks and a middle road for horsemen. Each house on this boulevard

has a basement, ground floor, upper story and attic; in front there is a little garden. There are no stores, there are only residences. The other boulevards are devoted principally to stores.

Besides these works many others have been accomplished, such as a new abattoir, a morgue, a number of modern hospitals, schools of all kinds, sanatoria, etc. To make the picture complete we must note the gardens, the promenades, the monuments and public institutions. In the center of the city is the garden of Cis-

1390, but on account of almost continual wars the whole country was for many years in a state of agitation, and progress was very difficult. It was not until 1866, the date of the accession of Prince Charles of Hohenzollern to the throne of Roumania that affairs changed, and only since the victory which he gained in 1878 and the declaration of the monarchy in 1881 has Roumania been able to retrieve lost time in many ways with great rapidity. King Charles, working with remarkable judgment, gave a new outlook to the country.



ONE OF THE BEAUTIFUL VIEWS IN THE GARDEN OF CISMIU

migiu, 35 acres; in the commercial district, St. Georges, much smaller; and towards the outskirts the park Carol, about 100 acres; then the gardens of Cotroceni, of the Botanical School, of the Meteorological Institute, etc. North of the city is the Kisseleff Drive as well as the forest of Baneasa, the favorite walk of the people of Bucarest. A large number of statues adorn the boulevards and gardens.

From the preceding description one gets an idea of the construction of Bucarest. To understand the social life of the city and its evolution we must briefly review its history in order to take account of the great difficulties which have hindered its rapid development. Bucarest is a relatively ancient city, for it was founded about

In consequence of the order and discipline which have been introduced educational institutions have developed, as well as manufacturing, commerce, agriculture, etc. After a while a new social class was formed, made up of working people who saved their money. The old city was occupied by a number of wealthy families who owned a great deal of land and even vineyards in the city, and the peasants dwelt on the outskirts. Where the new class has prospered new structures have gone up on all sides without any system so that the city has been constantly enlarged by uniting large tracts of waste land as well as suburban villages to the interior of the city. It seems surprising now that there were not more strict building regulations

at that time, but the matter is easily understood when one learns that during 40 years there have been 23 different mayors, and that with each change of mayors the municipal council changed also; it was impossible to have any continuity of work. This combination of the city and the old villages has been of great harm to both, for the central portion of the city, not being sufficiently concentrated, has not been able to develop well, and the surrounding section is neither village nor city but a very ugly jumble. The population has also increased rapidly in conse-

the rents also, especially for small apartments, which are often sublet by speculators. To this rise in rent we must add the general increase in the cost of living, which affects Bucarest as it does all large cities.

Living conditions among the common classes are growing very serious, but fortunately the state and the municipality are beginning to find a solution of this problem. The city has built a group of houses for families of small incomes. Each house contains rooms for two families, and has a little front garden and a back yard. Although one must confess that this first at-



THE UNIVERSITY AND ONE OF THE BEAUTIFUL BOULEVARDS OF BUCAREST

quence of the growth in educational and business facilities: in 1860 there were 120,000 inhabitants; in 1872, 177,645; in 1903, 289,184; in 1910, 325,000.

During the last few years the number of factories in the suburbs has increased, and a new class has begun to form—that of factory workers and minor employees. As long as the loan societies readily provided money for building, many houses were put up, and it was easy to get houses at low rents; but for several years these societies have not made loans so freely, and the number of houses has not kept pace with the need. Because of the increasing support demanded by the societies the price of houses has increased, and in consequence

tempt leaves much to be desired from many points of view, since the need is pressing there has been a great demand for these apartments.

Last year a society was founded for building cheap houses, with a capital of \$400,000, forty per cent of which is an appropriation from the municipality and sixty per cent private capital. The price of houses varies from \$700 to \$1,400. The society is obliged to sell the houses at six per cent above the cost. The rent does not exceed five per cent of the capital and the proper share of the sinking fund besides. For ten years no tax is paid; for five years a quarter is paid, and for the following five years a half.



WORKINGMEN'S DWELLINGS

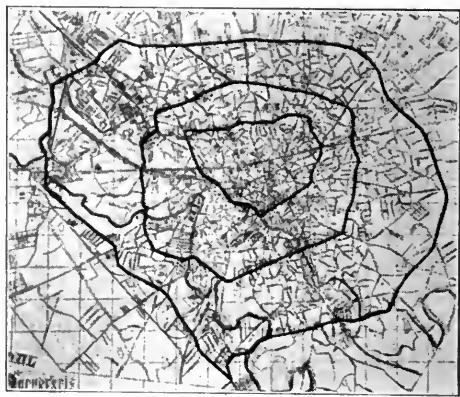
Besides this, Mons. Constantinesco, present minister of agriculture, has taken important steps to give to the people at cost the fish which the government discards from the fisheries of the Danube. Retail dealers can sell them at twenty per cent profit. A similar measure has been taken to provide from the state forests the wood necessary to heat the apartments. In this way a great deal of speculation has been avoided which would have been to the detriment of the people.

By its ancient fortifications, its appearance of gaiety, its air of homelikeness, its modern institutions and business centers Bucarest attracts and even holds many foreigners. But we advise those who wish to know Bucarest to visit it four, five or six years from now, for the city has reached a period of rapid change. While it has its good and beautiful sides it has its bad and ugly ones as well, and, judging by the attention which the municipality is giving to the matter, within the next few years there will be a great diminution of the bad and ugly. Thanks to certain mayors, MM. Cantacuzène, V. Bratiano and Procop Denetresco, and to the deputy

mayors Mons. Teodoraky and Dr. Botescu, many changes are to be made,

Bucarest will develop hereafter according to a systematic plan, on which Mons. Berindey, the architect, has been working for many years. The streets will be much wider and more beautiful. To facilitate traffic and to increase the beauty of the city it is planned to make three great circular boulevards traversed by electric cars.

For a year past the extension of the city has been restricted. The municipality, having bought an ancient garden in the center of the city, has laid out the ends of it and has built up those sections with the idea of providing desirable residences for private families. The middle section will remain a beautiful garden. Recently



PROPOSED CIRCULAR BOULEVARDS

the municipality has acquired another district of about seventeen acres north of the city at the price of eighty cents a square meter. The middle section will be made into a park, and the extremities will be built up. In reselling these lands at a profit after they have been improved the municipality will gain enough to enable it gradually to transform the waste lands into parks and beautiful residence sections. There is also the problem of building new sections of harmonious houses of uniform height. The houses in the Place de la Victoire and of the Place de Rome will have a height of 7.16 metres and will be set back to a depth of 5 metres to allow for gardens.

According to a systematic plan proposed by Mons. V. Bratiano, former mayor, and Mons. Tzarushano, engineer and municipal councillor, the city will be divided into three large sections. At the center of the



AN EXAMPLE OF THE CHARMING ROUMANIAN ARCHITECTURE

commercial district the houses will be contiguous, and will have at least one story besides the ground floor; there will be little yards adjoining. Another quarter will contain residences, parks, sanatoria, industrial schools and workingmen's villages. Lands towards the northwest will be used to connect in a complete park system the present parks of Kisseleff, Teilor and Dudesti-Vitan.

Many large buildings, the plans of which are already made, will adorn the city. A large city hall will also be erected, a cathedral, a museum, a school in the Roumanian style and a great university. For a long time there has been discussion about building an enormous railroad station; the appropriations have already been made, but it is not likely to be accomplished very soon.

What will contribute especially to make the city beautiful and interesting will be the building of houses in a style characteristic of, and peculiar to, the country. In 1906 Prof. Istrati, former minister of public works, started a national exposition, all the buildings of which were erected in the style preserved in the ancient monasteries and palaces. The success of this effort exerted a delightful influence upon the architecture of Bucarest.

Besides this a society of architects has been formed under the direction of Mons.

Mincu to further an architectural style traditional to the country and in harmony with its life. Furthermore, former mayor Mons. Bratiano controlled building in a way by forbidding the putting up of important structures except under the direction of architects graduated from the large schools.

From another point of view Bucarest has progressed very materially in the last three years, thanks to the great activity of the deputy mayor, Dr. Boteseo. By his strict sanitary inspection the public health has been considerably bettered. A society has been formed for spreading health instruction among the people of the outskirts. Mons. Bratiano intends to adopt the crematory system of waste disposal and to utilize the heat for

the production of electric power. On the streets a large number of rubbish baskets are being placed. There are more than 400 societies working for the public welfare.

One realizes that there are many plans, and that they can be carried out only gradually. When the plans most important for the public welfare have borne fruit more attention can be given to the beautification of the city so that four, five or six years from now Bucarest will have become so beautiful and interesting as to be well worth visiting.



THE FUTURE CITY HALL OF BUCAREST



# A City's Control of Outlying Districts\*

By Hon. John H. Gundlach

President of the Council, St. Louis

To appreciate the full benefits that are involved in a realization of a growing city's control of environment it is necessary to have in mind always a clear picture of the purpose a city serves and the influence which an intelligent growth exercises on our individual welfare. We must never forget that a city is first an economic force that furnishes us with the opportunity for material prosperity, *i. e.* the means for our livelihood, serving our inclination for industry and trade, and facilitating the intercourse of community life; and, second, that it is to most of us the world in which we live our existence; that determines our physical welfare, and gives us all we may see and enjoy of life; that shapes our thoughts and acts for better or worse; and in which the most perfect development of the individual can only be attained by the union of all, and that the rights of the former must always be consistent with or merged in those of the community.

A city's control of environments might suggest to imply only a supervision of the physical development, but I will go farther and say that the political corporation should embrace a territory so large as to include all of the suburban population which is immediately identified with the central organization. This is in sympathy with the true democracy of community life, and constitutes a balance wheel between the various elements of society. The suburbs are in interest and in sympathy as much a part of the central corporation as though a part of its political organization, and to achieve the highest state of perfection of community life there should be the most intimate relation, both physical and political, between the two, always remembering that the city will continue to grow in population, with its suburbs responding in the same degree. As this density of population increases the same problems of civic life must be solved in the suburbs that have been met or await action by the city.

Every person of middle age can recall the extraordinary change of thought in city planning during recent years, which has been forcing itself upon those who are charged with the city's governmental control. Density of population, scientific sanitation, the telephone, rapid transit, the automobile, used both for passengers and freight, have created conditions not thought of forty years ago, which, while sending many of the people beyond the corporate limits, have brought the residents of the city and suburbs into closer relation; so that the problems of governmental functions of the two, while identical, are separated by an imaginary line that often marks the place of contact of legislative and administrative policies dissimilar in character and inclination, and antagonistic to interests that are mutual. There was a time when the city had but to regard the problems and dangers that lurked in the dense and cosmopolitan population within its limits. The time has now come when its attention must embrace a considerable area without. The thought and energy of the city of tomorrow must be focussed on a proper development of its suburbs that it may supplement the needs of the central city.

Since the suburban population depends for its welfare on the prosperity of the city, and the logical and fullest growth of the latter cannot be obtained without harmonious and co-operative policies by both, and since a continuous growth means a constantly shifting encroachment on the city's environments, usually unprepared to adjust themselves to metropolitan requirements, the thought naturally suggests itself that the city's corporate control should extend far enough to take in an area that will anticipate the growth of a century hence. The fact that the present city still has considerable acreage unsubdivided into lots or unimproved, or that the new limits would add many more, proves nothing more than that there is a logical trend of development in certain sections or that it is developed by local causes, such as industrial, trans-

\* Abstract of an address delivered before the last meeting of the League of American Municipalities.

portation, or private enterprise. Through it all the student of civic science can see clearly a growing city hampered in its broad development on the one hand by a provincial population incapable of realizing the city's needs and on the other by a number of corporate communities which, though dependent upon their big neighbor for their industrial existence, refuse, either by an exclusive aloofness, the incompetence of a petty civic life, or the impotence caused by a lack of metropolitan consciousness, to share in the inevitable responsibilities that are rapidly enveloping the whole with a fog of almost inextricable entanglements that will soon mean a prohibitive cost to dispel.

Many students of city development, both in the city and suburbs, though opposed to extension of the limits, are convinced that there should be a uniformity and continuity of physical lines, and advocate the duplication or amplification of those civic essentials which appeal to our sense of the economic and esthetic. While this shows a direction of thought along the right lines it nevertheless is too local in character to meet the necessities of the metropolitan growth of which it is in fact only a part. To attain the end in view there must be a strong, dominant, central constructive intelligence. One that can sweep the horizon to every point of the compass; that perceives in the undulating foreground and the aggregations of communities that dot the view but incidents of a comprehensive picture, and one that can with dexterous hand and masterful dashes of color here and there draw lines and blend the composition into a grand harmonious whole. There need be no loss of local character where it is desirable to retain it excepting so far as it is necessary to make it a logical part of the whole.

In enumerating the advantages to a city in the control of its outlying districts I will emphasize briefly the following as of greatest immediate importance:

1. A continuous and harmonious plan of physical continuity with its economic extension of highways of intimate connection with the central city, embracing a comprehensive system of parks and connecting boulevards that will provide for a constantly growing population the opportunity to live and seek recreation in the most delightful and healthful surroundings.

It is generally conceded both as an economic necessity and as a feature of beauty that the city should have, regularly distanced apart, radial thoroughfares reaching from the center into its environment to every point of the compass—thoroughfares destined to be the arteries through which would pulsate the life blood of the future city of a million—the activity of communication, of trade and commerce, from and to the heart of the metropolis. These radial thoroughfares should again be intersected at regular distances from the business section as a center by circular thoroughfares of less importance but which, nevertheless, would provide easy, quick and convenient means of communication between any two given points in the city.

These radial thoroughfares should be treated to conform with the character of the property which they are intended to serve; but one rule ought to prevail in all cases and that is to plan them of sufficient width to admit of a variety of treatment for the future. They might, to begin with, be parked for residence districts, *i. e.* by reducing the roadway, providing a strip of grass and planting trees, giving the neighborhood a lung for the transmission of pure oxygen to the entire city. Should the future development of the thoroughfare demand an increase in the width of the roadway or other changes made necessary for traffic or business needs it would be an easy matter to adjust its use for those purposes.

The old fossilized theory that no business street can serve its purpose well unless it be narrow has been pretty well exploded, and before long will find supporters only among those who have a selfish, material interest in advocating the advantages of narrowness. The thought that a business district must necessarily be closely congested and stuffy has gone with the one that dissociated a manufacturing establishment from pure air, grass and cleanliness; and ere long the plea of interested property owners for permission to continue insanitary housing conditions on the grounds that a stand for health and decency will destroy values will also fall on deaf ears, because the eye is turned to the higher plane of life, the elevation and preservation of the race.

The feature of physical treatment adds also that community asset of beauty which will impress the visitor and inspires those

who are living in the city with a just pride, while the conservation and cultivation of large areas of woodland and field in close proximity to the central section will contribute much to vitalize every cubic foot of air that sweeps the crowded city of the future. This general plan should of course serve notice on every owner of unimproved property that the value created for his tract of land is subject to the power of the city to compel its subdivision in accordance with the rights of the community, a principle which insists that since the community created the value it reserves the inalienable control of conformation to the community's interests.

2. Closely related to the physical plan of the city, and dependent on the character of the physical subdivision, is the control of housing conditions by proper building laws and its correlated problems of sanitation.

It may be assumed that dwellings erected in suburban localities where ground is comparatively cheap would be supplied with all the requisites for light and air which in the crowded city are secured only after long and laborious struggles against the shortsighted policies of land owners; but as the central city encroaches on its environment, and land values go up, the speculator appears on the scene, and unless restrained by an intelligent and alert public conscience or the law, converts the opportunity into gain for himself.

The advantage of control by an intelligent constructive force coming from the central city is to apply the product of its experience in avoiding in the newer portions the crowding and insanitary conditions which have grown up in the center because of the failure of proper supervision. While there is no immediate fear of these problems in the beautifully laid out suburban residence places of many of our large cities, some of you will recall points of contact with your city where there is as much need for a strong governmental control as in the crowded conditions of your central city. At such points of contact the fire, police and health regulations of the lesser corporation affect the central city as much as if it were politically a part of the same, as logically and physically it is.

The same sanitary regulations that protect the central city should apply to the logical physical unit. A wholesome water supply, sanitary sewers and measures for the prevention and control of disease are more necessary at this point of contact than in some of the less crowded parts of the city. The enforcement of a uniform system of building laws proven by the experience of every large city should extend to the overflow growth beyond the corporate limits to the advantage of the whole.

3. The economical control of public utilities by one central power that has in mind a service which supplies the best commodity for the price paid, that realizes in the economic transportation needs of the community the industrial welfare of the individual and the opportunity for a progressive enjoyment of existence; that is inspired with the thought that every minute saved in going to and from the shop and office adds so many more to the indulgence of recreation and of a sane life.

4. I believe mutual benefits would flow from a uniform system of public work, fire, police and excise regulations both from economical considerations as well as in the removal of friction between conflicting organizations where the only real difference that now exists is the source of authority. There was a time when community life was left to chance or caprice. Today the progressive city is the one that leads in building according to a carefully drawn plan inspired by the thought of the community's present and future needs; that recognizes in birth an obligation, discharged only by an existence of equal opportunity to enjoy health and a rational life.

I have heard it urged that rapid and cheap transportation depreciates the values of the central districts and for that reason should not be encouraged. The answer to this is so to improve the congested districts that the incentive to leave is removed. If this is not done the property owner must pay the inevitable penalty of his shortsighted policy, since the tendency for better civic conditions moves on with such an irresistible force that it cannot be sidetracked at this time; and the life of the people is a higher consideration than the pecuniary interest of any class.



# The Conning-Tower

Arthur H. Grant, Editor

## All the Citizens for All the City

That is the motto under which Baltimore is working in its campaign for civic improvements. It sounds very much like the other motto we have heard much of lately—"All the city for all the citizens," but between them there is all the difference in the universe. One stands for getting, the other for giving. As long as the measure of a man's (or a woman's) interest in civic progress is "What advantage am I going to get out of it?" so long will the wheels of progress drag, for the average man (and woman) isn't longheaded enough to see all the indirect advantages that may accrue. Not until the Baltimore motto is generally adopted, at least by the more intelligent of our citizens, shall we see realized the vision of clean, healthy, beautiful and well administered cities. Don't expect your unpaid or underpaid representatives in the city government to make all the personal sacrifices. Help them by taking a sympathetic (instead of critical) interest in what they are doing or trying to do. Put your own shoulder to the wheel occasionally, even if it does get your coat muddy. You'll get the satisfaction of being a real citizen, even if nothing else comes your way; and to a real man that ought to be sufficient compensation,



## The War Upon Nuisances

In his "Holy War" Bunyan likens the soul of man to a city which he calls "Man-soul," the gates to which are the five senses—Eargate, Nosegate, Mouthgate, etc. In the siege of this city the efforts of attackers and defenders alike are concentrated upon these gates, and it is through failure to guard them all properly that the besiegers win entrance. What Bunyan saw so clearly more than two centuries ago in regard to the danger-points in the defences of a man's soul our municipal, state and national governments are just beginning to realize in regard to man's body; hence the belated efforts to protect Nosegate, Mouthgate and the others from the

attacks of the enemies of life, health and happiness. It was Eyegate that first attracted attention. Some one made the discovery that people of taste and refinement did not live by choice in cities that were ugly and unattractive, and the city beautiful campaign was launched. Some months ago a man long prominent in the City Councils of Harrisburg said in a public meeting that he was sick of hearing about the city beautiful, and wanted to hear about practical things for the advancement of Harrisburg. He had not learned that beauty is not only a civic asset of the first order but that it also helps to keep the citizens in good spirits and health. Grouches lower the vitality and invite disease. Ugliness is depressing and grouch engendering, while beauty inspires and helps us to forget our little worries. So city beautiful campaigns increase in number and vigor in spite of the protests of men of the type which estimates the value of a painting by the number of square feet of canvas and tubes of paint required to produce it, and whose artistic sense is not outraged by acres of lurid billboards in close proximity to handsome buildings and pretty homes.



## The Defense of Nosegate

It was soon seen that a dirty city could not be wholly beautiful, and that soot and dust detracted seriously from a city's good looks. At first cities used to clean up on the occasion of visits of important organizations, like the girl who, preparing for a party, asked her mother whether she should wash for a "high-neck" or a "low-neck." Now, like decent people, they are trying to keep clean all the time, especially since it was shown that the main assault of the battalions of Smoke and Dust was directed not against Eyegate but against Nosegate, and that tens of thousands are slain annually by leaving this important gate unguarded, as is fully set forth in the important articles by Messrs. Wilson and Hoffman in the preceding

pages. Only little past the memory of living man is the time when hogs ran wild in the City of New York and fed luxuriously upon the garbage that even the best of housewives threw into the street. Then followed open wooden garbage cans and open wagons into which they were emptied, and which trundled reeking through the streets. Now the cans must be of metal and covered, and the carts are covered too. Verily we are progressing, and some day old men will tell of the whirlwinds of dust that used to wander up and down the streets in March and November, and the clouds of black smoke that poured forth from chimneys and smokestacks, so that one railroad found its best advertisement in the fact that a woman didn't need a new dress after spending a few hours in its ears. And our grandchildren will smile at our disgusting dirtiness as you smiled a moment ago at the picture of your great-grandmother directing her maid to throw the garbage in front of her spotless house.



#### Preparing to Defend Mouthgate

For ages men sickened and died in ignorance of the Microbean Army that invested Mouthgate as closely as it did Nosegate, and through that portal entered to slay its tens of thousands annually by intestinal diseases. In recent years the laws against diseased meat and impure foods have been increasing in number and enforcement; but all the while cities, railroad companies, employers of labor and philanthropic citizens were providing easy means for the transmission of disease from mouth to mouth by the public drinking cup. But its days are numbered. On page 242 Mr. Hartman tells of the successful issue of the campaign in Massachusetts. Yesterday Governor Wilson of New Jersey signed a bill (the text of which is not yet published) making the public drinking cup illegal in that state. Only a few days before that the Department of Health of the City of New York added the following

section to the sanitary code, to go into effect on October 1:

"The use of a common drinking cup or receptacle for drinking water in any public place or in any public institution, hotel, theatre, factory, public hall or public school or in any railroad station or ferryhouse in the City of New York, or the furnishing of such common drinking cup or receptacle for use in any such place is hereby prohibited."

The New York State Board of Health is trying to secure legislation that will enable it to take similar action for the entire state. Other states and cities are lining up for the defense of Mouthgate, not only by providing clean water and clean milk but by measures to prevent the transmission of disease through unclean drinking vessels.



#### Our Auxiliaries

In the battle which THE AMERICAN CITY is waging against these enemies to the health and happiness of city dwellers, and against the apathy and indifference of citizens which make them virtually the allies within the walls of these enemies, we have two important groups of auxiliaries—the contributors who permit us to print their valuable articles, and to whom the gratitude of all our readers is due, and the advertisers, several of whom are directly engaged in combating some of these enemies of humanity. It is against our policy to *recommend* any advertiser; but we *commend* all our advertisers to the reader's most careful attention because they have been willing to risk their money in a comparatively untried magazine while others engaged in the same lines have not. It is their support, in part, which enables this magazine to carry on its fight for civic betterment. You will therefore serve yourself by patronizing them to the extent that the quality of their goods warrants and by telling them how you came to know of them. The magazine is entitled to this coöperation on the part of its readers to the full extent of its helpfulness to them.



# Museums and Their Value to a City\*

By A. H. Griffith

Director Detroit Museum of Art

From the days when Raleigh sought to plant his colony at Jamestown, and the French were sending their hardy pioneers up the St. Lawrence, followed by the landing of our forefathers at Plymouth, there was, until within a hundred years, a constant and heroic struggle to carve out of the forest and soil of this country a habitation and a competence. Our progenitors had left the heroic past behind them. They were beginning the foundation of a new period in history, and while the grandeur and beauty of the wilderness which greeted them on every hand must have left its impress upon their natures, art galleries and museums were yet things undreamed of in this country.

After the war of the revolution, we began to accumulate a little more wealth than was needed for our daily wants, and a few portrait painters, among them Gilbert Stuart, John Copley and Charles Wilson Peale, made a precarious living in transfixing on canvas the faces of the men and women of their day. Out of the wilds of Pennsylvania, a Quaker boy, Benjamin West, somewhere, somehow, had learned that there were great pictures in the world, and, finding his way across the Atlantic, became our first painter, to be followed by others of more or less note; but it was in foreign lands they sought encouragement and patronage.

Italy, Germany and France had long before this realized the value of art galleries and museums, but England and America owe their start in this direction largely to two men—West, the first president of the Royal Academy in London, and Peale, who founded the Pennsylvania Academy at Philadelphia, which is still in existence. And just here I would like to say that in many ways we might well give the palm to Charles Wilson Peale as the most typical American. Apprenticed to a harness-maker, he was nearly of age before he ever

saw an oil painting. So fascinated was he by it that he at once secured materials, and, for want of a model, painted his own portrait, which is prized today. At the breaking out of the revolution he enlisted in the Continental army, and was promoted for bravery at Germantown and Brandywine. While in the field he painted the portrait of General Washington, which was pronounced by Mrs. Washington the best portrait of her husband ever painted. It hangs today behind the speaker's chair in the senate chamber. Returning from the war he was elected a member of the legislature. During the excavation for a large building in Philadelphia the bones of a mastodon were unearthed. These attracting his attention he began the study of natural history, opened the first museum in America, and gave a series of lectures which were extremely popular. These were kept up until the loss of his teeth interfered with his oratory, when he turned his attention to dentistry and became the first American dentist, all in all proving himself to be the most versatile of men.

The desire to be remembered by their descendants created and fostered in England a line of such splendid portrait painters as that of Romney, Reynolds, Gainsborough and VanDyck. The desire to perpetuate noble and historic deeds gave birth to Velasquez, Rembrandt, Franz Hals and Rubens. The love of show and display of magnificence brought forth a host of splendid decorations by men who made palace walls glow with gems of color that delight the eye. Devout religious enthusiasm and the patronage of the church was the inspiration of men like Michelangelo, Leonardo, Titian and Raphael.

The commercial and industrial life of America has created great wealth. We no longer live in log cabins. In the place of rag carpets the finest oriental rugs cover our floors. The rude homemade furniture of former days has given way to elaborate and oftentimes overwrought furniture of the great manufactories. Paintings, tapestries

\* An address delivered before the last annual meeting of the League of American Municipalities.

and statues fill the homes of wealth with untold magnificence. But these things are hidden from the eyes of that great mass of common people who are the very foundation of our prosperity and national greatness. But happily there is a way by which they may reap pleasure and profit from the beautiful things, and that way was pointed out by West and Peale.

For centuries the governments of Europe have realized that empires rise and fall, that great families decay, and that eventually the state or municipality becomes the custodian of these treasures. Then it is that they drift into public museums and art galleries where they become a source of education and gratification to the masses. Today public parks and playgrounds are as much a part of a city's care as its public schools, and during the long winter months the museum and picture gallery take the place of these parks and playgrounds with the added value that they are educational, and when rightly conducted go even further by supplementing the public and private schools by educational work which the latter cannot hope to cover. During the school year the Detroit Museum of Art has from two to four visits weekly from classes, who, under the guidance of their teachers, study the very material that they have been studying. Very frequently illustrated lectures, specially prepared along lines of their study, are given, thus placing before the eyes of the pupils the very scenes and places of historic interest of which they read, and the greatest combination in all the world is that of eyes and ears.

I sometimes hear people say: "Well of what use is all this to the boys and girls who must earn their living by work"; and I reply: "God help the people or nation that has nothing better to think of than something to eat and something to wear." Why are public parks purchased and maintained at great expense if not for the people who work, places where they may get a glimpse of the sky above the green trees, and where they may have a chance to breathe the pure air of heaven, see the flowers, hear the splash of fountains and the song of birds, and for one brief hour forget the humdrum of life.

A collection of pictures in a gallery, when the snow and ice cover the earth and streams, is the loophole in the winter through which we catch glimpses of nature

and learn to love nature's God. Nor is this all; the visitors to a public museum are largely composed of that class who while they may have a love of the beautiful are unable to gratify that love except through such opportunities. It is in this way that the people of Germany, of France and of Italy have secured their knowledge of art and the appreciation of it which is so far beyond that of the average American. They will tell you in these countries: "You Americans are a great people, far beyond us in invention; you make such wonderful things, but they are so ugly; you do not seem to know how to combine beauty with utility." And this is true, but it can be corrected by observation. This observation can come only through the opportunity afforded by our museums wherein are collected the best examples of the work of all nations. American artists are in the lead today, but we owe it all to the opportunities afforded by other nations. The galleries and museums of the world are open to every traveller, and our artists are almost without exception students of the old world. Our best architecture finds its inspiration in the work of the Greeks of five hundred years before Christ.

But not all of our young men of talent can go abroad; so we must bring these reproductions to them. Casts and pictures of the best things in all the world can be secured and placed where they can be studied without price. It is a duty we owe our American boys and girls, and is quite as important a part of our education as any other.

Still another side: for the past two hundred years we have been making history, and during the past hundred years nearly every city and town has had some part in this history. Now is the time to begin the collection of valuable material which in a short time will be lost forever if not preserved by that city or town. The older countries realized this hundreds of years ago, and every little town has its museum and picture gallery. In London, Paris and Berlin they will tell you that the annual appropriations made for these institutions are the most freely given. Paris in 1821 paid \$20,000 for the Venus of Melos. In the inventory of the Louvre it is valued at half a million, and a million would not buy it. Why? Because it brings more than that to the French capitol each year

through the travellers who come to see it. There was a time in the dim and misty past when museums were like morgues. Things were buried in their cases only to be resurrected by some scholar or savant. Today all this is changed; while much material is housed which is of value only to the profound student, there is a constant effort to make the contents valuable to the whole community. No longer is their care intrusted to some old fossil, who, wrapped up in a pet hobby of his own,

gives no thought to the general public; but instead the best and most alert men are sought for, who are ever ready to give information and make the institution so much a part of the municipality that its people will look upon it as a necessity; and the slight taxation required for maintenance is counted an asset in the city's material prosperity and good name. The time is coming when for a city to be without its museum and picture gallery will be as great a disgrace as to be without its city hall.

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## Second Annual Conference of Mayors and Other City Officials of Second and Third Class Cities of New York State

This conference will be held in Poughkeepsie on May 25, 26 and 27. The preliminary program is as follows:

The Hon. John K. Sague, Mayor of Poughkeepsie, will preside at the first session, which will be devoted to the discussion of the subject "Cleaning and Care of Streets." The speakers will be as follows: "Paving and Care of Streets," Mr. E. A. Fisher, City Engineer, Rochester, N. Y.; "Paving Policies and Modern Streets," Mr. A. Prescott Folwell, Editor Municipal Journal and Engineer, New York City; "Street Lighting—Artistic Modern Methods Adapted to Cities," Mr. W. D'A. Ryan, Illuminating Engineer, General Electric Company, Schenectady, N. Y. Mr. Ryan's lecture will be illustrated.

Mayor Charles C. Duryee of Schenectady will preside at the second session, at which will be discussed "Municipal Accounting." The speakers and subjects will be as follows: "State Examination of Municipal Accounts, Purposes and Results," Mr. C. R. Hall, State Comptroller's Office; "Budget Making and Uniform Municipal Accounting," Hon. William A. Prendergast, Comptroller of the City of New York; "Budgetary Provisions for Social Work in Municipal Life," Hon. Homer Folks, Secretary State Charities' Aid Association, New York City; "The Attitude of the State toward the Municipality," Governor John A. Dix. Following

this session the officials will go by special boat to West Point, where there will be a special evening dress parade and artillery drill. On their return trip luncheon will be served on the boat. Upon the return of the delegates from West Point another important session will be held in the opera house.

The first session of the second day will be presided over by Mayor F. J. Nelson of Hornell. "Taxation and Assessments" will be the general topic for discussion. The speakers will be as follows: "Municipal Taxation and Assessment," Hon. Lawson K. Purdy, Tax Commissioner, New York City; "Assessments on Railroad Properties Within City Limits," Mr. Harrison Williams, General Land and Tax Agent Erie Railroad, New York City; "Financial and Social Aspects of the Municipal Transit Problem," Mr. William G. McAdoo, New York City. These addresses will be followed by a business session.

At the afternoon session "Forms of Municipal Government" will be discussed with Mayor Elias P. Mann of Troy, presiding. The program includes the following speakers: "Present Second and Third Class City Charters," Senator Harvey D. Hinman, Binghamton, N. Y.; "Commission Form of Government," Hon. John MacVicar, Des Moines, Iowa; "Essential Principles of Municipal Government," Hon. Brand Whitlock; "Forms of Municipal Government," Mayor William J. Gay-

nor, New York City. At the evening session, "Restriction of City's Powers of Self-Government by State Legislatures," will be discussed. Mayor W. M. Borst, of Gloversville, will preside at this session.

On the last day the Mayors and other municipal officials will go by special boat to Kingston and from there by special train

to Ashokan Dam where they will spend the day. At the session there the Hon. Seth Low, former Mayor of New York City, will preside, and Mr. Walter McCulloh, Consulting Engineer of the New York State Water Supply Commission, will discuss "The Future of Municipal Water Supplies in New York State."

## How a Texas "Public Square" Was Converted Into a Park

Like all western towns that originated in the pioneer days, Sherman, Texas, has her court house in the middle of an otherwise empty block. Trees and grass surround the courthouse, a stone curb defines the limits of the court yard, and around this formerly a chain was hung between short posts, and farmers and town people alike used it as a hitching place for animals, and all the other space in the block was used for a general market square and trading place. Produce, melons, fruits and stock were bartered back and forth, and the square became the scene of a heterogeneous filth, a swarming place for flies, and the malodors were offensive to even coarse olfactories.

For twenty years citizens of Sherman had tried in vain to get control of the square and improve conditions. But a few of the town people and a large majority of the farm element were violently opposed to changing the customs of a lifetime. And so deep was the opposition that the County Commissioners would not agree to any change.

The situation became galling to the pride and comfort, as well as the sanitary welfare of the citizens, and the women of the town organized a Civic League with the intent of transforming conditions.

All summer these women waged a tireless newspaper and personal campaign, cultivating public sentiment up to a demand for better things.

No argument was forgotten, no effort omitted to arouse general interest, and fin-

ally the County Commissioners, willing to abide by the will of the majority, agreed to exchange the control of the square for a market which the Civic League bought.

On this market place the League has a four room "rest cottage" for the use of any and all women who come to Sherman, and want an opportunity to refresh and smooth out their toilets before appearing on the streets.

A sitting-room, a lounging-room, a toilet and lavatory with towels supplied, electric lights and telephone are in this cottage, and the City Council employs a matron to care for the cottage and contribute to the comfort of visitors.

The County Commissioners are having concrete walks laid on the "square" premises, new trees are being set, the Civic League has ordered ornamental lights to put around it, and later will set shrubs and flowers, drinking fountains and seats.

Before the summer wanes it will be a large and attractive factor in the plan to make Sherman a city beautiful.

Let other towns similarly situated take courage and awaken the masses of the people to a thinking condition (and in this latter the public prints are the best and most potent helpers). Then civic leagues can ask and get anything reasonable toward improving and beautifying their respective communities.

Sherman Civic League is only ten months old, and has accomplished many other things besides the transformation of the courthouse square.



# City Improvement Program for Boston

By Everett B. Mero

Boston-1915 has undertaken to bring about 13 definite improvements in its city during this year 1911. The planks of this platform are, briefly,

An adequate plan for the comprehensive development of the city;

A federation of cities and towns of the metropolitan district;

An organized method for larger use of schoolhouses;

A larger and better use of recreational facilities;

A central headquarters building for civic organizations;

A greater number of convenience stations and drinking fountains;

An investigation of the part-time school problem;

A central library for teachers:

An enforcement by new laws of parental responsibility;

A more definite provision for better sidewalks;

A prompt return of births to diminish infant blindness and diseases;

A more practical form of examinations for licenses to practice medicine;

An extension of free art exhibitions.

"Some of the improvements can be brought about by legislation, others by city ordinances, others by organized good will, provided that behind the legislature and the city or town government and the good will of individuals there is strong and definite public opinion. Public opinion does not grow of itself; it has to be created by those who have opinions themselves, who express and explain them, and who take pains to see that others understand," says an announcement of the plan. Boston-1915 expects this year and the success or failure of this plan to be the test of the efficiency of its organized effort.

A little more in detail, the 1911 program contemplates the following work, taking each subject in the order listed above:

A city plan means a study of the main needs of the whole community. For example, there are pressing demands for street and boulevard developments amounting to more than \$25,000,000. Which of

these improvements should be undertaken first nobody knows, for lack of a study of conditions and needs. The congestion of Boston in some parts is as bad as in any other city in the world, but there is no definite plan toward which to work for relief. A bill has been introduced into the state legislature to create a permanent commission, which would make a city plan.

Boston as a corporate city and the real Boston are areas and populations much different. Corporate Boston has a few hundred thousand people. Real Boston has a population of a million and a half. This is the city for which Boston-1915 is actively working. The problems that concern all parts of this area are numerous and important. Before they can be intelligently solved there must be a federation of interests in some form. Already the several towns and cities in this district are served by metropolitan water, sewerage and parks administrative boards. Why not federate to solve other pressing problems like housing, transportation, land reservations, etc.? asks Boston-1915.

The school buildings of Boston cost \$20,000,000, and are in use a quarter of the time. Better to utilize this expensive plant for lectures, music, clubs, neighborhood meetings, recreational purposes and gatherings of every proper sort, money, energy and local interest are needed.

The parks of Boston, while among the best in the world, lack utility to the people. Boston is given the credit of creating the city playground; other cities have copied the idea, but they have gone a step further—they have discovered what playgrounds are for. The Youth Conference has started an investigation of the use made of city parks, playgrounds, and other means for outdoor recreation for all the people all the time, and of the efficiency of supervisors and others in charge. This work is being done in coöperation with a study of the same problem being made for the city Finance Commission.

Sixty charitable and civic organizations of the city pay rents aggregating perhaps \$60,000 a year, and their headquarters are

scattered. Bringing them together in one centrally located building would avoid duplication and increase coöperation. The proposition is feasible from a financial viewpoint, and some of the organizations are quite ready for it.

Adequate convenience stations in a city are a means for temperance as well as general comfort. A study has shown that Boston is behind almost every other progressive city of the United States in this respect. A bill before the state legislature provides for convenience stations in all cities of more than 8,000 population.

A combination of vocational training and schoolroom education for children is involved in the part-time problem. The boy with a job is enabled to see the direct bearing of school work upon life, and the boy can stay in school and still partly earn his living. Just what form of this plan is suited to Boston is a matter for investigation. A bill in the legislature would authorize the State Board of Education to make the necessary study.

In behalf of a central library exclusively for teachers it is urged that it would stimulate them to greater interest in up-to-date matters, be more convenient, and assist in making them better teachers.

The parental responsibility laws would make it a crime for husband or father to desert wife or children, and would relieve the state from the burden of supporting families whose wage earners may be in prison or jail, by providing for probation or suspension of sentence as in cases of nonsupport, as well as providing that 50 cents shall be paid to such family for each day's hard labor performed by anyone in jail for wife or family desertion.

Defects in the laws make it possible for physicians not to report births until some time after the event. The change desired would compel such report within 48 hours, in which case it is stated that a third of all the infantile blindness might be prevented each year. It would also prevent many deaths of infants. The plan has worked out well in New York, where the law tends to prevent much labor of children under age. A bill before the Massachusetts legislature would provide a remedy for existing evils.

Examinations for those who wish to practice medicine in Massachusetts are now conducted upon a basis of book work and

written tests. It is desired that the examinations be made more practical by submitting the would-be physician to tests as to his ability to deal with actual disease.

More art exhibitions would extend present facilities in this line, bring good art directly to the people, and explain why one example is good and another not good. "This will not only provide a new source of pleasure," say the backers of the plan, "but will also be an actual practical gain to business and to manufacturing through the training of the artistic sense of the community."

Thirteen "conferences of experts" representing 1,200 organizations, helped frame this program, each presenting only items that it considered worthy of special endorsement to be carried out at once; and the program in its present form represents the final selective work of the directors of Boston-1915.

The Civic Conference of Boston-1915 desires the following accomplishments, which program has been approved by the directors of the main organization, in addition to the 1911 program:

No change in the present Boston city charter until it has been given an adequate trial;

Extension of civil service requirements to city departments not now included;

Civic training of citizens and residents as a fundamental in retaining the city's prestige;

Abatement of the billboard nuisance;

Readjustment of the financial relations of the City of Boston and the Metropolitan District;

Improvement of the city's statistical service to the standard maintained by some other large cities;

Creation of evening courts for naturalization;

Local application of direct legislation by use of the initiative and referendum;

Experimentation with preferential voting by unofficial bodies in their annual elections as a basis for information as to the practicability of this method of balloting for city officers;

Erection of an addition to the City Hall or other better accommodations for city departments;

Increase in taxation on land values to the relief of personal property and improvements.

# A Freight Traffic Problem Solved

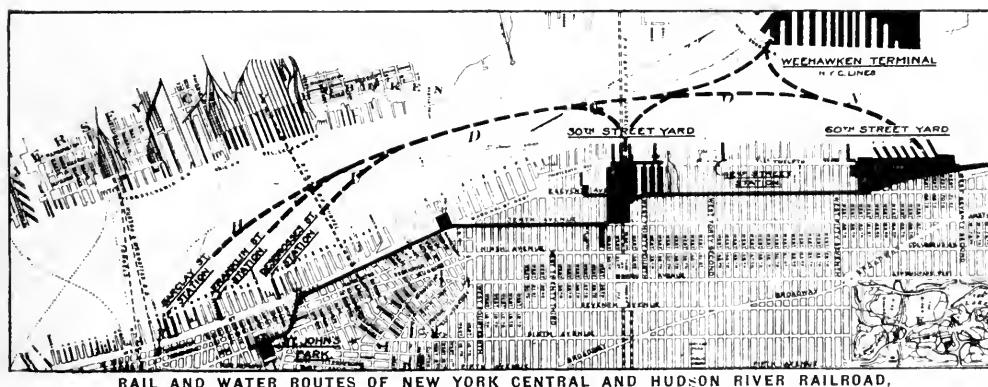
The citizens of New York are hardly more familiar with the traffic conditions on West Street in their own city than are thousands of arriving and departing travelers from many parts of the world. Ferries, steamboats, barges and steamships make continuous use of the waterfront of this thoroughfare; the storage of freight on the piers and its delayed removal cause street congestion. Passengers are discharged in hordes upon the crossings, to be guided over in safety from all kinds of vehicles, and south of Sixtieth Street railroad trains of from four to twelve cars frequently interrupt traffic, and aggravate the serious conditions. The satisfactory solution of a traffic problem like this one, which has been vexing New York for more than thirty years, and which involves points of possible application to other cities, is of great importance.

Last June the Board of Estimate and Apportionment appointed a committee consisting of President Mitchell of the Board of Aldermen, Comptroller Prendergast and President McAneny of the Borough of Manhattan, to report upon an engineering plan by which the surface tracks of the New York Central Railroad on the west side of Manhattan south of Sixtieth Street could be eliminated. The subcommittee of engineers appointed to study the situation consisted of Mr. E. P. Goodrich, Consulting Engineer of the Borough of Manhattan, Mr. Harry P. Nichols, Engineer in Charge of the Bureau of Franchises, and Mr. Ernest C. Moore, Consulting Engineer.

Especial consideration was to be given

to the report of Dock Commissioner Tompkins with its suggested plan for an elevated freight railroad from Sixtieth Street to Fulton Street with a possible extension to the Battery. This plan includes a common water terminal with thirty-six float bridges near Thirty-fifth Street, from which cars would be shunted on ramps to the elevated railroad, and necessitates terminal freight stations on the inshore side of West Street. The engineers were obliged to consider also the entire problem of the west side water front accommodation for marine and rail commerce. Their majority report, signed by Mr. Goodrich and Mr. Nichols, has been approved by the committee, and has been presented to the Board of Estimate and Apportionment.

Referring to the plan of the Commissioner of Docks the report of the Engineers' Committee states that an elevated railroad along the waterfront from Sixtieth Street to the Battery for the common use of all the railroads is not now required; that one from Sixtieth Street to the Battery for the exclusive use of the New York Central is not warranted by prospective traffic; and that under any circumstances an elevated railroad for freight purposes should not be built on Manhattan Island except as a last resort. It is not possible for us to go into the details of the proof, which cover the most careful investigation of cost and of practical conditions which would result from attempting to force the railroads from their waterfront leases to a use of the single water terminal and the elevated railroad—a change which



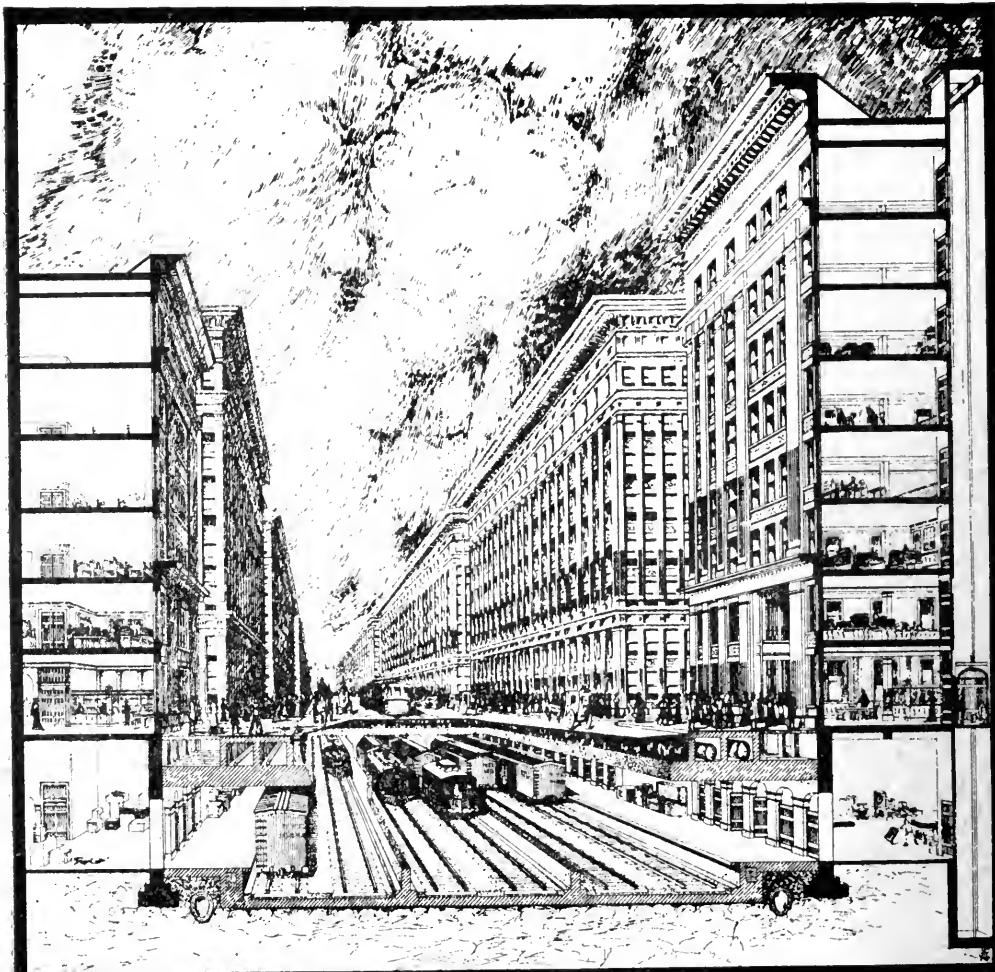
The solid black lines show the present surface tracks to be eliminated

would necessitate a long additional water haul, a transfer to the elevated, another haul back to the wholesale districts, and retransfer to delivery stations. A thorough comparison is made of the advantages and disadvantages of this plan with those of the subway between Sixtieth and Thirtieth Streets as proposed by the engineers, and it is believed that in the development of a satisfactory scheme the New York Central should have direct connection between its yards at Sixtieth and Thirtieth Streets.

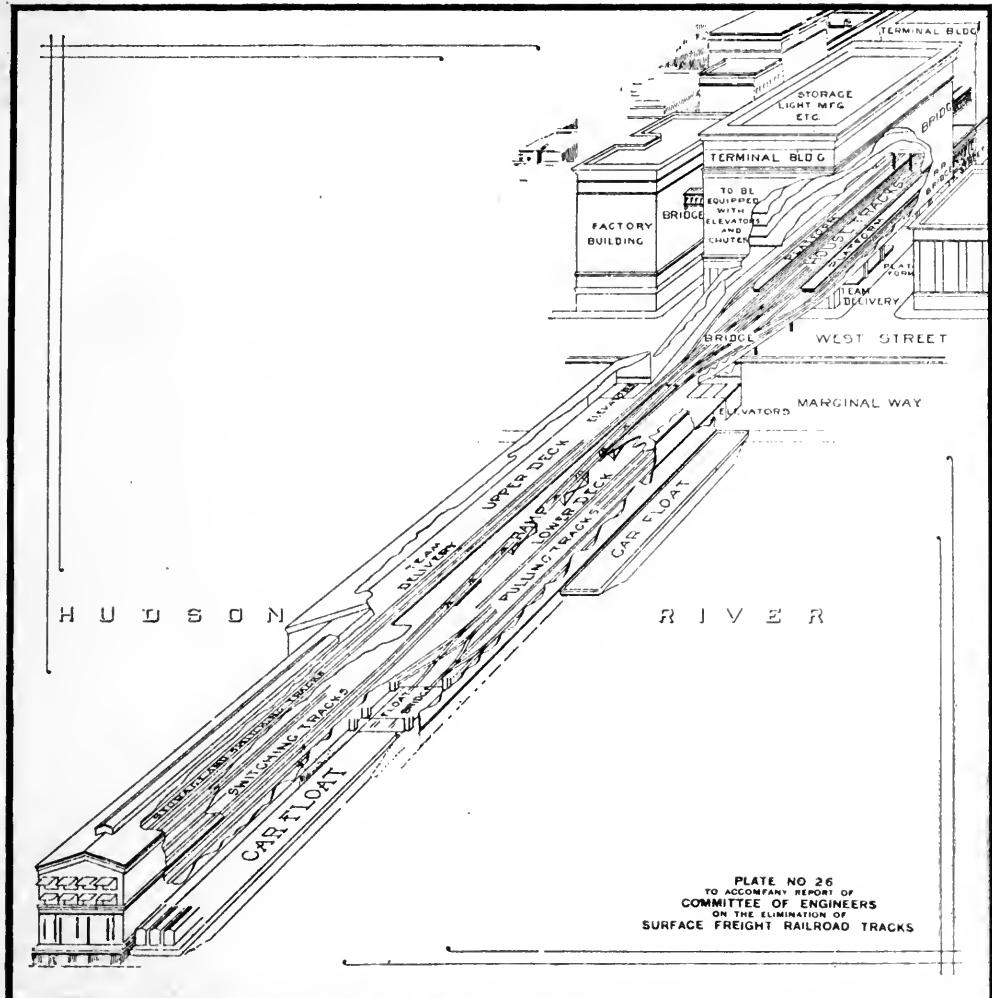
The west side freight situation on Manhattan has three zones: one north of Sixtieth Street, which affects only the New York Central lines; one between Sixtieth and Thirtieth Streets, in which it is possible to treat the New York Central separately; the third south of Thirtieth Street,

where it is necessary to consider all railroads having terminals on the North River.

In the first of these three zones the new plan advocates the proposal of the New York Central to eliminate grade crossings by carrying city streets over the tracks; between Sixtieth and Thirtieth Streets the New York Central should build a four to six track subway for its own use or transport its freight between those two yards by car floats; south of Thirtieth Street the present or probable business needs of the city do not warrant further continuous rail operation by the New York Central, and the suggestion is to build nine unit water terminals, to which the tonnage shall be floated, and which will be sufficient to handle the combined business of all the railroads at present carrying freight to and



PROPOSED SIX TRACK SUBWAY UNDER ELEVENTH AVENUE WITH CONTINUOUS LOADING PLATFORMS FOR MERCANTILE PURPOSES



**PROPOSED UNIT WATER TERMINAL, CONSISTING OF FLOAT BRIDGES AND A DOUBLE-DECKED PIER,  
WITH A BRIDGE OVER WEST STREET INTO A TERMINAL BUILDING AND YARDS**

from the west side south of Thirtieth Street. There are now about twenty-four railroad piers south of Thirtieth Street, and as each of the nine unit water terminals would require but one pier it is easy to see that by the adoption of the plan a large amount of waterfront would be set free for marine commerce. The use of these terminals would do away with congestion of street traffic along the waterfront, and would result in a material saving to the companies.

The construction of these water terminals is illustrated in the diagram which we reproduce. Each consists of twin float bridges connected with a double-decked pier. Cars are landed at the water level, and raised on a ramp to the second story, from which they pass on a bridge over West Street.

to terminal buildings and yards on the east side of the street. Each of the terminal buildings may be used as a separate station for a railroad or as a joint terminal for two or more railroads. Freight could be delivered to trucks from one of these buildings more quickly and economically than from one on the waterfront because it can be approached on four sides, and can be provided with interior gangways at which delivery can be made direct from cars or by gravity from cars on the upper floor to trucks on the ground floor.

A four track elevated railroad as proposed by the Dock Commissioner would be practically a continuous freight yard 200 feet wide from Sixtieth Street to the Battery; it would be noisy, distracting, inconven-

venient and unsightly; it would interfere with light and air; it would add to the percentage of street accidents through collision with its supporting columns; its operation would also involve many accidents to employees; it would indefinitely postpone the realization of the city beautiful. West Street, which is now so dangerous a thoroughfare that the Police Commissioner suggested that pedestrians obliged to pass that way be allowed to carry revolvers, would offer shelter for criminals in the shadows and behind the pillars of the elevated.

The storage and handling of heavy freight in the streets of Manhattan does not conduce to the future welfare and commercial supremacy of the city. It is better that more intensified use should be made of the limited amount of real estate on the island, while the better and cheaper facilities of the other boroughs for handling this business should be developed. The approved plan provides for merchants a cheap, expeditious method of handling freight without long water or rail hauls and without congestion. It is to be hoped that it will speedily be put into execution.

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# Replanning Small Cities

By John Nolen

Landscape Architect

There are many misconceptions about city planning, but none is farther from the fact than the notion that comprehensive planning is only for big cities. As a matter of fact, the reverse is nearer the truth. In big cities the conditions are fixed, inelastic, unyielding. Comprehensive planning, especially with our limited city charters and the hampering laws of our states, can have as yet but little play in larger places. At most it must content itself with relieving only the worst conditions, ameliorating merely the most acute forms of congestion, correcting only the gravest mistakes of the past. Wide, imaginative planning for large American cities must be confined for the present mainly to the extension of those cities, to the improvement of suburban areas, and to the betterment of what are often really separate towns on the outskirts.

But with smaller towns and villages the case is different. Comprehensive planning can render them a big and lasting service, for there is scarcely anything in them that cannot be changed, and most of the territory that is to be built upon is still untouched. In small cities railroad approaches can be set right; grade crossings eliminated; water fronts redeemed for commerce or recreation or both; open spaces secured in the very heart of things; a rea-

sonable street plan can be made and adequate highways established; public buildings can be grouped in some proper way, and a park system—a true system, with all sorts of well-distributed, well-balanced public grounds—can be outlined for gradual and orderly development. And all these elements, indispensable sooner or later to a progressive community, can be had with relative ease and at slight cost. As we have given heretofore too much attention to caring for the mere wreckage of society, and too little toward establishing a better social order that would reduce that wreckage, so we have expended too much of our energy in merely thinking of the ills that afflict our great cities instead of providing against an unnecessary repetition of those selfsame ills in smaller places, many of them to be the important cities of tomorrow. There is a close analogy between the ease with which a child may be improved as compared with an adult, and a small city as compared with a large city. The president of one of our universities said recently that as a boy he believed, in common with the boys of his time, that young turtles contained every kind of meat. In one part of the young turtle was chicken, in another beef, in another ham, in another turtle, and so on; but old turtles contained only turtle meat.

So it is with small cities—potentially almost everything is possible to them.

Then smaller towns are important because of their great number. In 1900 there were over 1,700 places in the United States with a population from 2,500 to 25,000, and the aggregate of these towns exceeded 10,000,000. These figures exceed the total of all cities with a population of 300,000 or over. The six great cities with 500,000 or more had by the same census a population of only 8,000,000. How extensive, therefore, are the interests of these widely distributed smaller cities, with more than 10,000,000 souls today, and the number and proportion steadily and rapidly increasing!

The two important methods of town and city planning are: (1) cities planned in advance of the settlement of population, and (2) established cities replanned or remodeled to meet new conditions. The former method has obviously great advantages, and many cities intended primarily for governmental, industrial, or residential purposes have been so planned. It is a method which needs wider use. Washington is the most notable illustration in this country. But after all it is seldom possible to foresee the future of a town or city from the very start, and the complex influences which determine the selection of the site and the location of the first streets and buildings must usually be left to work out their natural results. When, however, a small population has been attracted to a town by natural causes, and there are unmistakable indications that because of situation, climate, the trend of trade and commerce or other forces, an important city is to be es-

tablished, then it is entirely practicable intelligently to replan the town so as properly to provide for its future. There are scores of cities in this country with a population today of 25,000 people that will have 50,000 in a generation or less, and the same rate of increase may be predicted with equal confidence of cities of larger population. The gravest neglect is right here, the failure to plan and replan, to adjust and readjust, to consistently use art and skill and foresight to remodel existing conditions and to mould and fit for use the new territory about to be occupied.

The emphasis, it would seem, needs to be placed less on the original plan and more on replanning and remodelling, provided action is taken in time. The beautiful cities of Europe, those that are constantly taken as illustrations of what modern cities should be, are almost without exception the result of a picturesque, almost accidental growth, regulated, it is true, by considerable common sense and respect for art, but improved and again improved by replanning and remodelling to fit changed conditions and rising standards. It is here that we fall short. Throughout the United States there are cities with relatively easy opportunities before them to improve their water fronts, to group their public buildings, to widen their streets, to provide in twentieth century fashion for transportation and to set aside areas now considered indispensable for public recreation, and yet most of these cities have until recently stood listless, without the business sense, skill, and courage to begin the work that must sooner or later be done.



# Town and Village

Edited by Edward T. Hartman

Secretary Massachusetts Civic League

## Improvement Society Work

When this instalment of Town and Village reaches the people of northern towns the germ of activity will be busily at work in their minds. Suggestions as to the best things to do will be sought far and wide. Without any effort at suggesting what any particular place should do it may not be out of place to mention a few fundamental points which all places might consider to advantage.

The treatment of streets, sidewalks and roads is an important item. In this there is too much left to chance. According to the conditions in each place, there are parts of streets which should be firmly laid down, according to the mode of the place, with a solid roadbed, gutters, curbs and sidewalks. At a certain point in any direction all of these may safely take a less permanent form and the curb will entirely disappear. At other points other features may disappear till finally there will be only the macadam or dirt road and its fringe of natural shrubbery. These points may be satisfactorily established only in conformity with the exigencies of each place, but as far as they go they should go consistently, with uniformity and efficiency. The appearance of the place and the convenience of the public demand this. Failure to provide this uniform development is practically universal. In Boston, on Commonwealth Avenue, the most fashionable and extensively traveled residence boulevard in the city, there is today an ordinary dirt pavement in at least one stretch before an unoccupied lot. It is inexcusable in Boston, it is more or less inexcusable in all places.

The set-back of houses is important. Except where the "light and view" method is by common consent established, as in a certain district in Zurich, Switzerland, where the houses are set far out or far back so that they come together only at corners to give each house a maximum amount of light and distance of view, there

is no logic in allowing any one to set a house on the sidewalk when all other houses have a certain set-back. Lawns, trees, appearance, all depend upon reasonable uniformity in this respect.

Street furniture, its design, its uniformity throughout street lengths, its harmonizing with the environment, are fundamental. There are many such things, far too many to be even mentioned here, such as the uniform development of parks and playgrounds and their proper distribution for the convenience of the inhabitants, uniformity towards harmony in private grounds, the uniform spread of school buildings in conformity with the growth of the population, the same in regard to the water supply and the sewer system, and so on.

Petty details too often absorb the energies of the people to the exclusion of such fundamental problems. Under such a system much hard work may be done, and all the while the community seems to be going backward. It is in the main due to lack of a proper perspective.



## Kindergarten and Playgrounds for Greensboro

The Woman's Club of Greensboro, N. C., composed of 200 of Greensboro's active women, has organized, through its Civic Department, a Kindergarten and Playground Association, which has been duly incorporated under the laws of the state and is now at work.

The people there believe this to be a fundamental step and that it will mean much to the Greensboro of the future. The Association will develop and control a number of open spaces, which it plans to put in order and equip with the necessary apparatus for play activities. A director will be employed to look after the condition of the children and see that each one gets the activities most needed for its proper development. The Association hopes in this way to counteract the great need

for medical attention which school inspection has made manifest.

Kindergarten work will be developed as a part of the program of the Association and as a support for the play activities of the younger children.

But the Civic Department is doing more than develop this most worthy offspring. During the year it has been most persistent along two main lines, early Christmas shopping: "Early in the Day, Early in the Week, Early in the Month, and All Done by the Fifteenth (December)"; and clean streets, having itself paid part of the money necessary for efficient work along this line.



### Lansdowne and the Future

Mention has been made in this department of the difference between the problems of the suburban town and of the isolated town of the same size. Recent activities in Lansdowne, Pa., and plans for future accomplishments now actively under discussion show that Lansdowne understands the seriousness of her problems. Lansdowne is within what we must call the danger zone of Philadelphia. She must grow extensively at no very distant date, and the question the people there are trying to decide is as to how the town is to grow. And they are more inclined to emphasize the "how" than the "grow," because they are rightly more concerned about it.

The Natural History Club of Lansdowne is taking the lead in this movement for community progress. It was this club which secured for Lansdowne the attractive park along Darby Creek. The aim now is to take still larger areas while they may be had at a reasonable price. The building developments promise soon to place much of what is needed beyond the reach of the people. The proposal is therefore timely and important.

Land along the creek for three-quarters of a mile is already under the control of the people; but they believe that much more of this chief vantage point should belong to them, not only because the attractive natural features of a town should belong to the people, but because much more park land than is now possessed will be a necessity to meet the needs of a larger population, also to attract the right kind of people to the town. It is therefore proposed to

take and develop with drives, walks and play spaces the water front from Kellysville bridge for a distance of nearly two miles. The club president, Mr. Arthur Shrigley, believes that this heavy undertaking will require and justify the raising of money through both private subscription and public appropriation.

The club fosters general improvements, the parks and playgrounds, the cultivation of flowers, shrubs and trees, the care of lawns, and all improvements that go to make for pleasant community development. During the past summer the club gave prizes for the largest and best kept lawn, for the best garden and finest trees, and for several special items of noteworthy character.



### A Broad-Gauge Community Organization

From Mr. R. E. English, president of the Good Citizens' League of Grove City, Pa., we have a brief account of that organization which shows it to be one of broad-gauge, good running-gear and plenty of motive power. The League is organized to do what needs to be done for the community. Its membership of 250 out of a population of about 4,000 shows up well. It also looks well that 60 per cent of the entire population belongs to the five churches, that the town has no saloons and no policemen. The thoughtless will ask as to the need of an organization in such a place. This is where the League shows its constructive character. It proposes to keep the citizens and the town on their feet instead of allowing everything to go wrong and then getting busy.

The main work of the League is done through committees. The work of some is obvious, the field of others is unique: Athletic Committee; Law Enforcing Committee, composed of two men who are known only to the president, which looks after illegal liquor selling, and after merchants who sell tobacco or cigarettes to minors; Taxpayers Committee, which is represented at every council meeting, which passes upon every contract, bond issue, and other financial matters; Health Committee, which watches such things as vacant lots, cesspools, sewage, rubbish and the protection of foods exposed for sale; Civic Committee, working mainly along the lines of civic art, the care and development of

streets, the care of the banks of streams; and an Entertainment Committee which looks after needed speakers for problems under consideration and social activities generally.

Last winter a series of evangelistic meetings was promoted and supported by the Good Citizens League. This warrants the term "broad-gauge," for it is obvious that the League is a genuine community affair and that its activities are as broad as the legitimate activities of any wide-awake citizen.

One would naturally expect good educational facilities in such a place. Mr. English reports a school attendance of 900, which is very high, and that 45 per cent of the boys go through the high school.

This story points its own moral, but the significant thing is that not a word is said about caring for human rubbish, and that all activities seem to be of a purely constructive character. The time to organize for community work is before there is any graft to upset or any immorality, sickness or poverty to cure.



#### "Cleanness Is Next to Flylessness"

This heading is an expression used by Mrs. Robert S. Bradley in a paper before the Beverly, Mass., Improvement Society. It is of the utmost importance to our towns and villages, where flies are even more plentiful than in large cities, to realize the importance of this statement. Quoting from the "*Autobiography of Mr. A. Pesky Fly*," Mrs. Bradley gives the following:

"Last fall most of my friends died, but I hid away in a warm nook in the kitchen, where I had plenty of dirt and filth to spend the winter in. My wife was swallowed by a little baby last August, but I shall get married again as soon as the season begins and bring up the number of my offspring into the billions—unless someone moves into this kitchen who will keep everything too clean to suit me."

The exposed manure pile is the chief breeding place of the fly. There are many scrupulously clean homes with an unprotected manure pile not far away. It is estimated that under proper conditions one pair of flies will produce 2,000,000 offspring in a single summer. These flies apparently leak into the best protected homes. Their germ-carrying qualities are too well

known to need repeating. The village livery stable and all private stables thus make one of the greatest problems confronting those who would improve local conditions by protecting the public health.



#### The Drinking Cup Campaign in Massachusetts

The Massachusetts Legislature for 1910 passed an act reading in part as follows:

"Section 1. In order to prevent the spread of communicable diseases, the state board of health is hereby authorized to prohibit in such public places, vehicles, or buildings as it may designate the providing of a common drinking cup, and the board may establish rules and regulations for this purpose.

"Section 2. Whoever violates the provisions of this act, or any rule or regulation of the state board of health made under authority hereof shall be deemed guilty of a misdemeanor and be liable to a fine not exceeding twenty-five dollars for each offence."

The State Board of Health established the following rules:

"On and after Oct. 1, 1910, it shall be unlawful to provide a common drinking cup:

"(a) In any public park, street or way.

"(b) In any building or premises used as a public institution, hotel, theatre, public hall or public school.

"(c) In any railroad station, railroad car, steam or ferry boat."

Observance of this law has been quite satisfactory except by railroads. They have provided water, and have in Massachusetts provided no common drinking cups, but they at the same time provided no other drinking cups. People have had to carry their own cups or go thirsty till other states were reached. To get around this the legislature of 1911 is now considering an act to provide that:

"Every railroad car while in use for the transportation of passengers shall be provided with a sufficient quantity of pure drinking water in such place or places in the car as will be convenient for the passengers, and with an adequate number of individual drinking cups and the said cups shall be so placed as to be conveniently obtained by the passengers. No charge shall be made for the water or for the drinking cups."

There is of course opposition to this, and it now seems likely that sanitary fountains may be substituted as more satisfactory to the roads and well enough from the public point of view.

These are matters of importance to every civic worker in the country. As Dr. Alvin Davison points out:

"At least 700,000 of the 1,500,000 deaths occurring annually in the United States result from the minute parasitic plants and animals gaining access to the body. These invisible foes wage a continual warfare against both strong and weak, rich and poor. Civic duty as well as self preservation demands that these life-destroyers should be as far as possible shut out of the human system."

As the outward aspect of a place is the badge of the esthetic spirit of the people of the place, so is the annual death rate the badge of the civic and educational qualities of a people. There has been throughout the country a general awakening of interest, but it is high time for a universality of action which is yet to come.



#### A Committee on Municipal Improvements

**"Fifteenth Article:** To see if the town will amend the town by-laws by making an addition thereto in order to provide for the establishment of an Advisory Committee on Municipal Improvements and its duties."

This is an article from the warrant for a Brookline, Mass., town meeting this spring. It was proposed by a committee authorized by the town in 1908 to consider the question of municipal improvements, their proper consideration and orderly development. The committee considered the matter at length and agreed that the only satisfactory method would be to have a permanent commission to watch such matters, hence the article in the warrant, which was adopted by the people.

The permanent committee is to "familiarize itself with the problems of municipal improvement arising out of the growth of the town; receive suggestions in regard to the solution thereof from its own members and from other citizens or groups of citizens; study such problems and suggestions in the light of the probable future of the town and of its development in a harmonious and attractive way; and make such recommendations to the executive boards as may seem best."

The committee is to give advice on any project for town improvement which any executive board of the town may suggest, and it is to base its point of view not upon the immediate problem, but upon the future conditions and requirements, in all of which it is to speak for the whole town and for the ultimate advantage of the entire community.

The committee is to consist of five citizens, appointed every three years by the Selectmen. The members are to serve without pay. The committee will naturally base many of its recommendations upon expert advice. It will itself in time become expert through its constant survey of such problems in their relation to each other and to the town as a whole.

The preliminary committee pointed out twelve problems, not by way of comprehensive study, but as examples of what needed to be done. The first of these has to do with a proper connection between Brookline and Cambridge, two important municipalities separated by a fringe of Boston at places only a few feet wide, and between which at present there is no satisfactory thoroughfare. The other suggestions were similar and all of them in regard to problems which will sooner or later have to be solved.

Brookline is wise in taking this action. She may be criticized only for not taking it sooner. The loss falling upon towns for failure to govern such matters, for allowing them to drift according to the whim of individuals and according to chance, will never be measured. West Ham, on the outskirts of London, gives us an example. When West Ham commenced to feel the pressure of a growing population she saw that chance had left no proper main thoroughfare between her and London. Such a thoroughfare was provided, but without careful consideration. Within five years after this thoroughfare was laid down the people of West Ham were forced to consider a scheme for widening which in the first instance would have cost \$2,500, but which, with buildings and land values increased, would cost \$750,000.



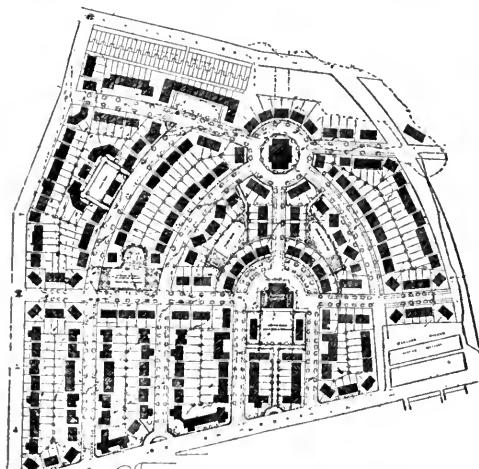
# Gleanings

Edited by Mary V. Fuller

## English Plans and Progress

The last number of *Garden Cities and Town Planning* reports the twelfth annual meeting of the Garden Cities and Town Planning Association held in London in February. At this meeting Mr. Ebenezer Howard, the founder of the garden city movement, said it was actually costing London more to get rid of one foul slum than it had cost the Garden City Company to buy land sufficient for a town of 32,000 inhabitants and to develop it so as to attract a population of over 7,000 persons.

Mr. Henry Vivian, who has lately re-



PLAN OF JESMOND PARK GARDEN SUBURB,  
ROCHDALE, ENGLAND

turned from a three months tour in Canada, told of the slum evils in some of the larger Canadian cities, and of the increasing interest in doing away with these appalling conditions.

"Already some of the great railway companies have made a move in the right direction by prescribing regulations for the layout of the new towns near their railway stations, the sites of which belong to the companies. These regulations will specify a fine, wide, main thoroughfare from the station to the middle of the town with one provision for parks, public buildings and shops."

The plan of Jesmond Park Estate, Roch-

dale, England, is given in the same issue of this publication. Here about thirty acres are being developed by private enterprise on a practical business basis as a help in the solution of the housing problem. The main lines of the layout follow the contour of the land; some of the roads are formed in existing hollows only partially filled in, with the land rising on either side. The axial point of several of the principal roads is a small center with shops and an institute, and five of the other roads converge upon a circular place enclosing a site for a church or other public building. The harmonious sweep of the lines as shown in the plan is most pleasing. The houses average sixteen to the acre, and are mainly in pairs with an occasional group of two or three. They will vary in cost from about \$1,000, and tenants will be able to buy them on easy terms. All the roads are at least forty feet wide, with a sixteen-foot carriage way, two seven-foot planting strips and two five-foot pathways. There are bowling greens, tennis courts and other recreation grounds, and in one of the natural hollows there is a sunken garden.

G. L. Pepler writes of "A Belt of Green Around London" and illustrates it with diagrams. Such a ring road would bring decided advantages: a great deal of fast traffic could circle around London instead of passing through; existing roads and suburbs could be linked together; the fresh land opened up, if properly planned, would form an almost continuous garden suburb around London with the ring as its basis; and outer markets could be formed which would take care of much produce that now goes into London and comes out again.



## The Health of New York City

*City Life and Municipal Facts* sums up in the number of February 17 what public and private institutions in New York City have accomplished in increasing the length of human life.

The Health Department of the city has

been given exceedingly broad powers in order to be able to meet serious situations without being delayed by any other department. Its motto is "prevention," and in its divisions of communicable diseases and child hygiene it is conducting a winning campaign.

Every case of tuberculosis is recorded in the borough office of the Health Department, and is kept track of whether it is under private care or not. There is a clinic in every district of every borough, and district nurses take charge of cases no longer privately treated. Circulars setting forth necessary preventive measures are printed in thirteen different languages.

The educational work of the Department never flags; it is thorough and systematic, and uses every up-to-date, suitable means of making appeal and enforcing a truth. The work of all the various agencies for child welfare has been so correlated that there is practically no duplication of effort. Through its many channels of authority the Department makes prompt application of any new principle of prevention discovered in research work.

A vast and remarkable campaign is being carried on by the New York Health Department, but its principles are within the scope of any municipality.



#### Everybody's Theatre

In a recent number of the *World's Work* Marguerite Merington pleads for the Theatre Universal, an idea which may be taken up by cities and be incorporated into the broadest interpretation of education. Such a theatre would present model performances of standard plays for children, students and neighborhoods, and would enlist the services of these three groups in presenting such plays; in other words, it would train every community to produce its own plays with its own talent; it would supplement the work of school or library, and would minister in an elevating way to the need for recreation, to the craving for forgetfulness of the cares of life.

An organization and headquarters are needed. Performances should be carried to the localities where they will be most accessible to those for whom they are intended. Like the free kindergartens, such an undertaking would have to be started by contributions from private individuals. By

charging moderate prices for public performances "Everybody's Theatre" would help its own support, and when its value had been fully demonstrated there is little doubt of its being maintained from public funds.



#### Magnolias for Street Planting

An illustration in *Suburban Life* some time since showed a street in Rochester made beautiful with about 200 magnolia trees. When in bloom in the springtime these trees attract thousands of visitors. It is said that as many as 20,000 persons have walked along that thoroughfare in a single afternoon when the trees were at their loveliest.

A while ago Mr. J. Horace McFarland, President of the American Civic Associa-



A ROCHESTER STREET PLANTED WITH MAGNOLIAS

tion, when lecturing in Newark, N. J., showed a view of this street. His listeners were so impressed that they have brought about the planting of fifty magnolia trees in Vassar Avenue, Newark. The trees were imported from Holland for the purpose, and they will blossom this spring. This is the second planting of magnolias in Newark, and it has been proved that this tree will grow and flourish there.



#### Municipal Automobiles

St. Louis is making good use of motor conveyances in city department work. Charles Claude Casey tells about them in the *Municipal Journal and Engineer* for February 15. Besides motor cycles, motor fire engines, auto ambulances and patrol wagons the various departments use about fifteen automobiles, most of which are cared for at the city garage. "Joy riding" is

controlled by a system of reports covering the entire use of every machine and submitted daily to the Street Commission, the Comptroller and the President of the Board of Public Improvements. Every machine is plainly lettered with the name of the department for which it is used.

The Assistant Street Commissioner carries with him in his machine on tours of inspection a plain clothes police officer, who makes arrests for littering, obstructing or damaging streets, and watches the fulfillment of sprinkling contracts. Last year about \$30,000 in fines was deducted from sprinkling bills for failure to sprinkle as frequently as required.

The machines save the salaries of men whose services they have enabled the department to dispense with, and the expense of keeping several horses has also been eliminated. It costs less to keep a machine than the horse which it supplants. Large livery bills have been saved by using machines for the regular inspection work of the building department and for special trips by city officials and newspaper men. Road improvement has been another gratifying result of using city automobiles.



#### The Making of Roads

Among the interesting articles in *Good Roads* for March we note "The Use of Artificial Dust Layers," containing the data which the magazine has secured from street and road officials on the methods and materials used by them for dust laying, and the results of their efforts, with views of streets and apparatus. These facts ought to be of practical assistance to the road commissioners of many places in their campaigns against the dust of 1911.

Another matter of importance noted in the same issue:

On January 27 the Pennsylvania good roads train started out from Harrisburg under the auspices of the State Highway Department of Pennsylvania, the State College, the United States Office of Public Roads and the Pennsylvania Railroad on a tour of eight or ten weeks to teach farmers and road officials the fundamental principles of road construction and maintenance. The train stops an hour or two several times a day, and at these times the two lecture cars are filled with listening people, and the models and photographs in

the exhibit car are shown, as well as the samples of road building machinery which are loaded on two flat cars. In some places the public schools have been dismissed to allow the children to visit the train, and all along the way the undertaking has met with enthusiastic appreciation. The tour covers every place of any importance on the lines of the Pennsylvania Railroad throughout the state.



#### The Trees of Buffalo

Buffalo is proud of her forestry department. An article by the City Forester, Mr. H. B. Filer, appeared in a recent number of the *Municipal Journal and Engineer*. There is no special forestry commission, but full authority and power are vested in the Board of Park Commissioners, which appoints the Forester; he must be, according to the statute secured in 1908, "an expert trained in the care and culture of trees."

The spraying campaign was remarkably successful in preserving foliage. Immediately upon its termination began the fight against the coming crop of caterpillars. An army of children aided the men in the search for cocoons and egg masses. The children were paid ten cents a quart, and they turned in over 60,000 quarts in one month, which meant the destruction of three billion caterpillars. Tree dentistry occupies the late summer, fall and winter. About 20,000 trees are treated annually. During the winter unsuitable varieties, such as the Lombardy and Carolina poplars, which have been a nuisance and a danger to the sewers by their fast-growing roots, are removed to give place to better kinds. About 6,000 carefully chosen trees are planted every year.



#### Public Efficiency

In *Good Government* for March we find among other instances the following example of efficiency and economy under the merit system:

"The City Engineer of Kansas City, Mo., reports that in the first six months after the adoption of the merit system public improvements were constructed amounting in cost to \$294,000 more than for the preceding six months, but that the cost of inspection decreased from \$25,000 to \$15,000. The proportionate cost of inspection was thus de-

# PLAYGROUNDS

## *"All-Steel"* vs. ALL STEAL

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It is a trite saying that "imitation is the sincerest form of flattery." Truly we have been greatly complimented in the recent issue of a catalog exploiting Steel Playground Apparatus. While the author of the catalog makes much claim to originality the edition gives every evidence of having been produced by an almost minute study of ours, which was compiled two years ago. (Our catalogs are issued in sufficient quantities to carry us for two seasons.) The copy of various pages is so close that we are in receipt of letters from customers asking if we had "absorbed" the other company. That the public may be set straight we depart from our usual rule of ignoring small things of this nature, accepting the risk of criticism in so doing because our friends are to some extent involved, and take this opportunity of announcing that the only relationship is that between the originator and the copyist, with the usual penalty paid by the copyist. Important details

and principles of construction which we have been experimenting with for several years and shown in our catalog, are set forth by the copyist as the perfect result of "fifteen years' experimenting," whereas, after exhaustive tests under all the hardship imposed in the most prominent playgrounds of the country, we discarded them last year as unquestionably a better standard was required and demanded in prolonged playground use.

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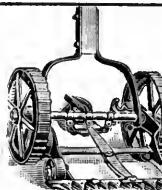
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### **LANDSCAPE ARCHITECTURE**

A QUARTERLY \*

The Spring number contains among others the following articles:

"The School of Civic Design at the Liverpool University."

"Welfare and Happiness in Works of Landscape Architecture," by C. W. Eliot, President Emeritus of Harvard University.

"A Town Planning Problem."

"Soil Conditions in Parks."

"Cost Keeping on a Unit Basis."

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creased from 5 per cent before a civil service law was adopted to 1.9 per cent after its adoption."

The same issue contains an interesting description of the Chicago police school. The school is in charge of a police lieutenant and several assistants, and commanding officers and heads of departments compose the rest of the teaching force. New recruits spend all of their first months of service at school under experts who lecture on police duties, gambling devices, traffic rules, city ordinances, preparation of evidence, first aid to the injured, etc.

"To familiarize the recruit with the duties incident to bringing charges in court against a prisoner a 'moot' court is held, presided over by a municipal judge, in which the probationer prosecutes an imaginary prisoner, under the coaching of the judge."

The men are taught the geography of the city and the framework of the city government. Revolver practice is held regularly, and instruction is given from skeletons and charts to show where an animal must be shot to produce instant death. After the four weeks course at school the probationer serves one week with the downtown traffic squad, and spends the next three weeks in various duties at different stations, reporting at the school every Saturday for the morning drill and the afternoon lectures. After the first two months he reports at the end of each week on the work he has done, and if his report is unsatisfactory in any particular he must go to school still longer.

The new system develops efficiency and initiative, and the older members of the

force have begun to feel the necessity of improving their own records.

#### Loyalty That Pays

The *Oakland Chamber of Commerce Bulletin* says this about the duty of supporting commercial organizations:

"A chamber of commerce represents teamwork for the community. It means coöperation and organized activity in accomplishing things that would be impossible through individual effort. The cities that are doing big things are the cities that are loyally porting the activities of their commercial organizations."

#### A Concrete Market House

The new market accommodations for Fort Wayne, Ind., are described in a recent number of the *Municipal Journal and Engineer*.

Although the farmers' market has been in existence on three days in the week for several years the market men have had no satisfactory place for their business until the new concrete market house was completed. Its architectural effect is pleasing and satisfactory. The building is 450 feet long and nearly 27 feet wide, and is in three sections, the longest extending a block and a half. At each of the three entrances there is a pavilion, and the two pavilions facing each other on opposite sides of Wayne Street are connected by steel arches, from which electric lights are hung. The market teams back up to the curbs along the house, and the purchasers have the use of the passage through it.



CONCRETE MARKET HOUSE, FORT WAYNE, IND.

The pavilions are in the Ionic style; they contain public toilet rooms and the market master's office. Between every two of the round columns along the sides of the main part of the structure are two concrete tables, each five feet long, which are used by the market men. This article describes somewhat in detail the method of construction of the various parts of the building.



#### The Public's Responsibility

An article by Earle Mayo in the *Outlook* for February 11 gives the general reader a broad outlook over the causes and the treatment of typhoid and tuberculosis, and sums up the results of "the awakening of the public consciousness to the importance of fighting this disease and to the possibility of putting an end to it." The application to each one of us is found in the closing paragraph:

"The responsibility for the continuance of tuberculosis as the worst scourge of mankind, and of typhoid fever as an affliction only less widespread, is squarely upon the public—not upon a vague, hazy, indefinite public upon which it is convenient to unload all our shortcomings, but upon each individual member of each community. If all men and women of intelligence will do their share in view of the enlightenment which science and experimental investigation have placed in their hands, tuberculosis and typhoid fever can be eradicated, and Pasteur's vision of a world freed from the horrors of infectious disease will be brought far nearer realization."



#### Change the Ballot

In a recent number of *Equity*, Richard S. Childs shows "What Offices Should Remain Elective Under the Short Ballot Plan."

We have learned that where there are many simultaneous elections the people cannot get the view of the individual candidate and the individual office necessary to make a real choice.

"Offices, however, may be invisible even on a short ballot. When the office is sufficiently uninteresting, it becomes invisible, and the popular acceptance of leadership will then be blind."

A ballot may be uninteresting for several reasons: the office may be too insignificant to inquire about; if important, it may be technical, clerical or purely administrative; in other words, there may be nothing out

of which to make an issue because the office may be properly conducted in only one way. If the people

"do not take an interest in a given ballot there are two solutions: change the people or change the ballot. As the people are too big to be spanked, and human nature in the mass responds but slowly to prayer, it is good sense to change the ballot."



#### Find Yourself on the Map

The topographic map of the United States, on which the Geological Survey has been working since 1882, now covers more than one-third the area of the country exclusive of outlying possessions. Nearly every state is represented on the mapped areas.

The map is being published in atlas sheets of convenient size; each sheet is designated by the name of a principal town or of some natural feature within the quadrangle of land which it represents. The shapes and areas of the hills and valleys can be seen at a glance, and the elevation of any particular point can be easily determined. The relief of the country is shown by contour lines, following which the traveler will go neither up or down, but on a level. Such a map is of prime importance to the engineer who is laying out a railroad or trolley route, a highway or a drainage system. Besides the land features the map shows, in black, all the works of man—roads, principal bridges, towns, houses, etc., in their exact relative positions.

The Geological Survey will furnish without charge index sheets showing all the topographic maps which it has published, in such a way that those desired can easily be ordered. The map sheets are sold at five cents each and at \$3 per 100. Prepayment is required. All correspondence should be addressed to the Director, United States Geological Survey, at Washington, D. C.



#### Dustless Roads

Readers who are interested in street and road improvement will find "The Right Road" of special interest. It is an attractive 36-page illustrated booklet published by The American Asphaltum and Rubber Co., Haverstraw Building, Chicago, and will be sent free to readers of THE AMERICAN CITY who mention that fact when asking for it.



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# With the Vanguard

All food exposed for sale in Boston must hereafter be placed under cover.



Leavenworth and Kansas City are to be connected by a magnificent boulevard.



Salt Lake City is likely to enter upon an extensive plan to park and boulevard every principal street of the city.



Paper towels, to be used once and then thrown away, are to be provided for the pupils of the public schools of Hackensack, N. J.



The Board of Health of Jacksonville, Fla., finds that its inspection of restaurants is meeting with the coöperation of the proprietors, who take pride in the results of the improvements they have made.



Cincinnati is trying the experiment of having juvenile police to prevent boys from damaging trees and shrubs in the park. One boy has been appointed, his salary for the first year being paid by one of the councilmen.



According to Spokane's new commission government charter five commissioners were elected on March 7. Each candidate must prove by an itemized statement that he has not spent more than \$250 during the campaign, and no paid workers or vehicles are allowed on election day.



Milwaukee has a public recreation commission, of which the mayor and representatives of the school and park boards and the department of public works are members, as well as three representatives of the city at large. Mr. Edward J. Ward originated the commission, and is its secretary. The commission will superintend all public recreation places, including public playgrounds

and parks. Dances given by the people in school assembly rooms and in the auditorium will come under its supervision.



The boys of New York have a new Sunday playground. Park Commissioner Stover has encouraged them to use West Street for their games, where a width of 200 feet and an asphalt pavement, added to an understanding that there will be no police interference, promise well for good, healthy team work in baseball and other games.



New York City is to have a federation of associations interested in recreation. The widest meaning will be given to the word recreation. Committees will look after both indoor and outdoor amusesments from the viewpoints of health and morality. The new federation will act as a clearinghouse for information gathered by societies working for the same general object, pointing out deficiencies and suggesting plans of work.



The New York child welfare exhibit is to be taken to Chicago, where it will be shown with a similar display of conditions of child life and its betterment in Chicago, in the Coliseum May 12-26. All the social, philanthropic and educational agencies which affect Chicago children are hard at work through a large and representative committee to make adequate preparations in the short time available. The general plan of the New York exhibit will be followed, the material from the two cities being shown side by side.



At the City-Wide Congress, held in Baltimore in March, the movement to make Baltimore a new and better city by 1920 was organized. There were more than 600 delegates from 130 civic and trades associations, and the speeches were definite and effectual. The platform adopted included: the merit system in city administration, a

new charter, diking of marsh lands and deepening of channels, improvement and extension of streets, a system of parks and public squares, private playgrounds for city blocks, pure water supply, the laying out of the city in zones for trade, manufacture and residence, and the employment by the city of experts in sanitation.



The new law to license and regulate public dance halls in New York City seems likely to accomplish the purpose of the Committee on Amusements and Vacation Resources of Working Girls to make dancing a safe recreation for young people. It provides for the licensing of premises instead of persons, so that when a license has been revoked the place cannot be licensed again for a year. The proprietor is held responsible for all that goes on in his place every night in the year, and he cannot evade his responsibility for disorderly conduct by subletting his hall. Every new dance hall must comply with the requirements of the Bureau of Buildings and the Fire Department.



A press dispatch from Pittsfield, Mass., says:

"A request to Senator Crane for seeds for Pittsfield parks has received prompt attention. The Department of Agriculture's idea of 'beautifying the city' seemingly is to raise big crops of lettuce, turnips, celery, cauliflower, tomatoes and cucumbers in the public parks. Already sufficient seed has been received to plant several acres. Senator Crane will be notified that Pittsfield's tastes are more esthetic."

It serves them right! This is certainly a case where "the punishment fits the crime." Cities have no right to practice petty graft upon the state or the national government. Let Pittsfield select and pay for her own seed.



At the building material exhibition to be held May 13-20 in Madison Square Garden, New York, it is intended to cover the entire field of public and private building down to the minutest detail. It is the outgrowth of the building show which has been held in London for the last ten years, and will show a great variety of imported appliances and fittings. Among its features will be the following: the daily building and completion

of an entire house, with lectures by an expert on the fitting of public and private buildings with modern appliances, practically illustrated by demonstrations with recent inventions and improvements; an exhibition by prominent American architects of the most famous public and private buildings; and a display of modern suburban residences of the best architecture.



A campaign with a twofold object has been begun by a special committee of the Chicago Woman's Club. Its aim is to educate public sentiment in favor of civic betterment and to enforce all laws bearing upon this subject. Some of the women have delved into the ordinance records in search for laws which have been disregarded.

Mrs. Herman Landauer, chairman of the committee, thus explains the work in progress:

"This committee means business, and we shall not content ourselves with mere words. Regularly we shall make public some particular law or ordinance which is lying dormant; this we propose to have enforced or know the reason why it should not be. The coöperation of the newspapers has been sought, and as a result of the publicity we hope to get results."

One of the ordinances brought to light declares it unlawful to litter the streets with paper or rubbish. It provides a fine of \$2 to \$100 for each offense.



The progressive spirit of Baltimore is evidenced by the determined purpose to unite all city forces for the public good. The Merchants and Manufacturers Association is alert and active, keeping the city in touch with the business interests of the country and bringing into line all the business, civic and educational interests of the city. Through its new official organ *Baltimore* city publicity is being pushed efficiently. Loans for civic improvement amounting to \$7,500,000 have been approved by the people with overwhelming majorities. With marked harmony the newspapers are stimulating municipal progress.

Among the various plans which all Baltimoreans now claim as theirs are: the new civic center; the Jones Falls highway project, which "not only involves a highway over a repugnant stream through the heart

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The Chief Health Officer of Richmond, Va., says:

"The American City must appeal to every municipal officer who appreciates the importance of giving to his own city the benefit of the advances made in other communities. I have personally subscribed to this publication for several months, and regard it as very valuable. Most of the articles which appear in this publication are written by men actively connected with city government, and may hence be taken as authoritative. There is every reason to believe that the value of this publication must increase as its object becomes better known."

You all know about Boston—1915; Mr. John L. Sewall, Executive Secretary of the movement, writes us:

"Permit me to express my great enjoyment of your magazine. Each number is a little better than the preceding one."

Mr. Charles A. Potter, instructor of civics in the East High School of Denver, appreciates the aid of The American City as a textbook:

"I find your publication of much assistance in my work with civics classes."

### Do You Begin to See What The American City Is Worth to You?

The Commercial Association of Boone, Iowa, has had some extracts from our columns posted in the various rooms of the public schools and in other public buildings and places. The Secretary says:

"I wish to congratulate you on the splendid magazine you are putting out."

Last March the President of the Civic Association of Tampa, Fla., got her first number of The American City, and immediately ordered three bound volumes. Since then we have received a hurry call for William Solotaroff's book on "Shade Trees in Towns and Cities" for the use of the Legislative Committee of the Association. The Secretary says:

"We are finding great inspiration in the volumes of The American City which our President received from you some time ago,"

and if you read the papers you know how Tampa is waking up.

An energetic member of the Woman's Club of Martinsville, Ind., was hunting for some help on the subject of a "clean-up day," and the Indianapolis librarian gave her copies of The American City as the latest and best material.

The President of a New Jersey civic association has paid for thirteen subscriptions out of his own pocket so that the influence of the magazine may reach just the right persons. This is a good example to follow.

## Send in Your Dollars

of the city, but a sewer beneath and the making of handsome front property of what is now back and no property"; better school buildings, involving "quality rather than quantity"; dock improvements, including a recreation pier with comfort station and free public bath; the new Union Station, and the endowment and removal of Johns Hopkins University to its fine location in Homewood. The sinking fund loan will, says Mayor Mahool, "correct those errors in financial calculation, made in the past, in the method of levying annually for the sinking funds. This loan will allow the present as well as succeeding generations to enjoy some of the expenditures of the over-accumulations."

Unity of effort will be the keynote of the new era of city life upon which Baltimore has entered. The plans for a greater and a better Baltimore include the motto "All the citizens for all the city."



The Intercollegiate Civic League is an association of undergraduate political clubs in forty colleges and universities. Its object is to get educated men interested in politics and also to serve the civic needs of the communities in which the respective colleges are located.

The Good Government Club of Williams College, did some practical work for Williamstown last year. A Milk Committee investigated about ten dairies in the vicinity, which were then rated according to the standard test made by a member of the College faculty. The Williamstown farmers were glad to get this comparative rating, and the sympathetic coöperation between them and the student members of the League stands for something higher than the old-fashioned "reform" methods.



The Health Commissioner of Duluth has expressed a desire for automobiles for the collection of garbage. Such wagons can carry heavy loads, and with their use only a central incinerator is necessary, instead of one for each of several collection districts. The suggestion is made that the motor by which the wagon is driven might also operate an endless chain with brackets for lifting an ash barrel to the top of the wagon, where, under a closed dome, the barrel could be inverted and the ashes emp-

tied. The barrel would then drop onto a platform at the other end of the wagon. The collector's spinal column could be kept in good condition for many years, since he would simply place the barrel upon the bracket on the sidewalk level, and receive it when empty. If all the mechanism of the wagon could be controlled from either side as well as from the driver's seat, the collector could operate the whole process from the sidewalk.



Philadelphia has its first recreation building, which is located in Starr Garden Park, and will provide shelter and amusement for visitors of all ages in all kinds of weather. The building and accompanying improvements to the grounds will cost \$47,000. The structure is 144x36 feet, of brick and stone, and contains a large auditorium, a gymnasium, swimming pools, meeting rooms and baths. The erection of this building marks the inauguration of a broader method of making good citizens. In his address at the laying of the cornerstone Judge William H. Staake predicted that with playgrounds and buildings like this the Juvenile Court would have to go out of business, and he called upon the boys and girls of the city to take care of the property as if it was their own and to be guardians of the peace. The answering pledge was enthusiastically given by 2,000 voices.



The newly reorganized Public Recreation Commission of St. Louis is to have broad advisory powers which include supervision of moving picture shows, dance halls, pool rooms, steamboat excursions and other "commercial recreation," as well as holiday celebrations and recreation in public parks, schools and libraries. It is planned to open public dance halls over the public markets. The school yards are to be used as playgrounds for children under ten years of age in the day time under paid women instructors. Classes will be sent to the swimming pools every morning and afternoon under the care of teachers. The Public School Athletic League will use the public playgrounds. There will be public concerts in the schools, and the libraries will have club rooms and evening lecture courses. The playgrounds in the parks will

be open for children in the day time and for adults at night.

It is interesting to note the composition of each of the subcommittees of the Commercial Recreation Committee: one pic-

ture exhibitor, one school man, one clergyman, two women and one policeman. Is there not here a tribute to the civic influence of womanhood as such, apart from avocation?

## Books for the Citizen

[Readers are requested to order books reviewed in this department through The American City. American books will be sent on receipt of the postpaid price. Special quotations will be made on foreign books.]

### Twenty Years at Hull-House\*

Miss Addams' appointment as ward garbage inspector in Chicago caused a political stir, and shocked the sensibilities of the foreign-born women in the ward, who openly maintained that "it was not a lady's job."

"And yet the spectacle of eight hours work for eight hours pay, the evenhanded justice to all citizens irrespective of 'pull,' the dividing of responsibility between landlord and tenant, and the readiness to enforce obedience to law from both, was, perhaps, one of the most valuable demonstrations which could have been made. Such daily living on the part of the office holder is of infinitely more value than many talks on civics, for, after all, we credit most easily that which we see."

The chapters of this book which deal with efforts of city betterment are of vital interest to our readers. The housing reform directly undertaken by Hull-House met with much discouragement, but proved the civic power of the sanely conducted settlement, while placing in bold relief the ignorant individualism of many dwellers in congested districts, who can never understand why their ways of living should be interfered with. The best results have been attained by Hull-House when its investigations were merged with those of larger organizations. The relation of a settlement to its neighborhood is so close and human that it is of inestimable value in any public movement for better understanding of conditions and needs and of possibilities of alleviation.

A collection of framed photographs used at Hull-House became the nucleus of the Public School Art Society; the baths in the settlement were an argument for the erec-

tion of the first public bath in Chicago; the political activities of Hull-House found their most valuable result in "a sense of identification with the rest of Chicago." The Juvenile Protective Association meets every week at Hull-House to discuss city conditions affecting the lives of children and young people. Social centers and recreation rooms have been opened in various places, and vacant lots have been made into gardens. The abnormal child is being studied by the Juvenile Court, as well as the normal child under the most adverse city conditions. In these matters and many others the influence of Hull-House is widely felt. Miss Addams' experience as a member of the Chicago Board of Education is illuminating. The chapter on "The Value of Social Clubs" shows how the stupid wrong of social neglect and indifference is being righted.



### Municipal Franchises†

We welcome the publication of the second volume of this work, the first volume of which was reviewed in our issue of July, 1910. In connection with the classes of franchises treated in Volume I we would refer our readers to an appendix in Volume II which gives the Minneapolis gas franchise passed last February and the Minneapolis gas regulation ordinance passed in March.

The new volume describes transportation franchises in a large number of American cities, including street and interurban railways, elevated and belt line railroads, subways, bridges and viaducts, spur tracks, toll roads, omnibus lines, ferries, depots,

\*By Jane Addams. The Macmillan Co., New York, 1910. Duodecimo, 453 pp.; \$2.67 postpaid.

† By Delos F. Wilcox, Ph. D. Engineering News Publishing Co., New York, 1911. Octavo, 831 pp.; \$5.22 postpaid.

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Four Yale lectures with a stirring message to the average citizen.

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A popular study of the cause and cure of tuberculosis.

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A book on municipal hygiene which children will be delighted to use both in school and at home.

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# The Modernization of an Old Historic Town

By William M. Martin

Secretary Chamber of Commerce of Petersburg, Va.

As in most other American cities, those who in times past attempted to promote civic improvements in Petersburg were usually accused of being unpractical. Now the reproach of being unpractical attaches not to those who urge the value of progressive methods, and insist on uncompromising efforts to remove abuses, but to those who are credulous enough to suppose that abuses and wasteful ways of doing things will remove themselves. The old disposition to preserve the *status quo* is giving place to a desire and an ability to promote the public welfare, and more of science and more of the spirit of coöperation are each year being brought to the solution of the city's problems.

While loyal Petersburgers are naturally proud of their historic city, its hospitable homes, its numerous and prosperous industrial enterprises, and its able professional classes, they realize that to be attractive a city must in addition be clean, healthy, well governed, and beautiful. They know that the era of narrowness is over, and that every community must stand still or advance in proportion to the intelligence and public spirit of the average man. The spirit of coöperation has spread through the community, and progress is no longer regarded as negligible or automatic. The Cockade City, as President Madison dubbed Petersburg, grows year by year to be a better place to live in and to work in, not only because its people wish that it should, but also because more people than ever before are taking the right steps to make it better.

## Public Schools

Relatively Petersburg is now better equipped with public school facilities than any other city in the state. During the past year two large and modern grammar schools, the "Robert E. Lee" and the "Stonewall Jackson," have been erected at a cost of \$100,000. These schools are built with twelve rooms each, and both have large auditoriums. These auditoriums are so arranged that they can be cut up into

four school rooms each when the school population of the city demands. All necessary arrangements for ventilation, heating, etc., have been made and all that will be necessary will be to run up partitions. The central halls in each building are completely fireproof, and brick partitions have been constructed between the various rooms of the building. They fully comply with the requirements of the state law providing for 30 cubic feet of fresh air per pupil per minute. The city's appropriation for current public school expenses was \$51,979 as compared with \$16,000 five years ago, an increase of 225 per cent. The matter of consolidating the two negro schools into a large modern school building, to be situated near the center of the negro population, is now being considered by the Council and the School Board.

## The Petersburg Hospital

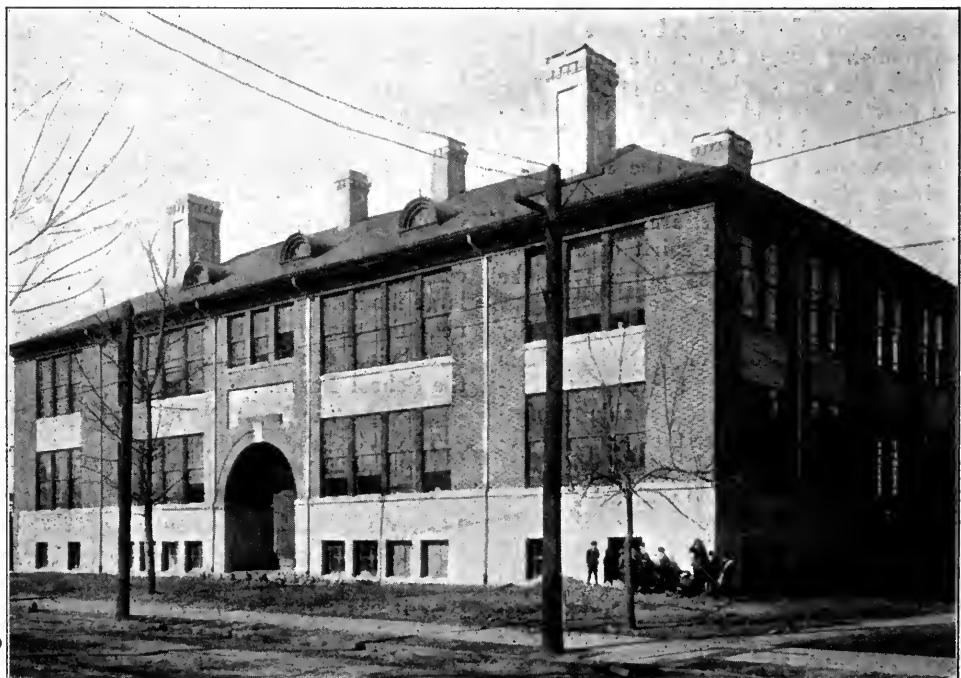
The Petersburg Hospital is the outgrowth of a small institution known as "The Home for the Sick," established in 1886. It is under the control of a Board of Managers composed of some of Petersburg's noblest women. Within the past year it has erected a large addition, having a capacity of about fifty beds. In the construction of the hospital special attention was given to ventilation and plumbing, and no effort was spared to provide for the welfare and comfort of the patients. The hospital is heated with hot water, and has an electric elevator. A training school for nurses was organized in 1895, since which time thirty nurses have graduated. Mrs. Bartlett Roper has for several years been the untiring President of the Institution.

## Birdville Tuberculosis Sanatorium

In October the local Anti-Tuberculosis League which had previously secured a charter from the State of Virginia organized a vigorous campaign against the White Plague. In less than a month the membership committee secured 750 subscribing members at \$1.00 per year, and contributions were freely made by all classes to the building fund. In November

the League purchased Birdville, the former home of the late Hon. F. R. Lassiter, paying \$6,500 cash for it. This property consists of twenty acres, and the buildings thereon are well suited to the purposes of the League. Contracts have been let for laying a line of 2,500 feet of water pipes to supply the Sanatorium with city water. A septic tank system of sewerage is also being installed. The local Telephone Company has placed a telephone instrument in the Sanatorium, and has agreed to furnish

cases of typhoid fever especially being much smaller than for many years past. One sanitary inspector was added to the force, an appropriation was made for the erection of a contagious disease hospital, and the laws relating to the construction of sanitary closets on streets unimproved with sewers were strictly enforced. The Health Officer has for several years urged the appointment of a building and plumbing inspector, and it is probable that the Council will make an appropriation for this



THE STONEWALL JACKSON GRAMMAR SCHOOL

unlimited local telephone service without cost. The Virginia Railway & Power Company has run a special line of electric wires from the nearest point on its line (a distance of about 4,000 feet) free of charge, and will supply the Sanatorium with electric lights. These improvements, and others now being made, will bring the cost of the institution up to about \$9,000. A trained nurse has been engaged with a competent force of assistants. The Sanatorium is to be used exclusively for the free care and treatment of Petersburg's indigent consumptives.

#### Health Department

General health conditions were greatly improved during the year, the number of

purpose within the next few months. Since the office of Milk and Food Inspector was created in August, 1909, most satisfactory progress has been made in the care and cleanliness with which milk is being produced and sold. About \$30,000 has been expended in new buildings, such as cow stables, etc., during the past year. The dairies now furnishing milk to the city compare favorably with any others in the state, there being some which score 98 per cent.

#### Water Supply

Petersburg's water supply ranks very high both as regards its purity and potability. During the past year two new filter units were added, and the entire filter sys-

tem was thoroughly overhauled at a cost of \$7,100, making the present capacity of the system 2,500,000 gallons daily. The city has recently entered into a contract with the Virginia Railway & Power Company to furnish electric power to be used in pumping the city's water supply at the rate of 1 cent per kilowatt hour, which is probably the lowest rate for such service ever secured by any city in the United States. The General Electric Company has the contract for the installation of a water

sewers, 6,347 feet of cement concrete sidewalks, 2 miles of concrete curbing and guttering, 3,780 feet of granite curbing, 6,500 yards of granite block roadway, 2.5 miles of gravel roadway, and 4,440 feet of water mains.

#### River Improvements

During the year the United States Government expended \$35,000 in improving the Appomattox River in the vicinity of Petersburg, the City Council appropriated \$1,500 to dredge the harbor, and a chan-



THE ROBERT E. LEE GRAMMAR SCHOOL

driven centrifugal pump, having a capacity of 1,800 gallons of water a minute. It guarantees that the cost to the city for pumping water will not exceed \$8,000 a million gallons. Meters will be installed for the measurement of the current supply to the motor, and a motor meter will be installed on the discharge side of the pump so that there can be no question as to the cost to the city of pumping its water supply.

#### Streets

The city has expended large sums in the last five years for permanent roadways and sidewalk improvements, and in extending sewers and water mains. During the year 1910 it laid 10,500 feet of 8, 10 and 12 inch

nel 80 feet wide and 12 feet deep will be maintained to the James River.

#### Improvements by Gas Company

Appreciating the increase in business during the past year, together with the defects that have existed for several years past, some of which have been already remedied, the Petersburg Gas Company proposes during the coming season to continue to install larger pipes, and to extend them in the territories not now covered, and to enlarge and overhaul generally its plant.

#### Street Railway Improvements

The Virginia Railway & Power Company has during the last year expended large sums in the acquisition of real estate with-

in the city, and appropriated additional amounts to build a terminal passenger station and substation. It is also erecting a high tension transmission line from Richmond to Petersburg, which will afford the city an independent supply of electric current.

#### Railway Improvements

From the city railroads radiate in all directions. Three of these, the Atlantic

"Clean-Up-Day" resulted in the removal of large quantities of accumulated municipal waste. The League has caused many unsightly localities to be improved, and has aroused public interest in the study of native trees and shrubs. It now has under consideration a plan to introduce the teaching of civics in the public schools from the first grade through the high school, so that boys and girls will have not only a



UNION STATION OF THE NORFOLK AND WESTERN AND ATLANTIC COAST LINE RAILWAYS

Coast Line, Norfolk and Western, and Seaboard Air Line, are trunk lines which here have a common point of intersection. In 1910 the Norfolk and Western began the construction of a belt line around Petersburg, which will be completed during this year. It will cost nearly \$1,000,000. The new station used jointly by the Atlantic Coast Line and the Norfolk and Western was opened in May, 1910. Its cost, including the cost of raising the grade above freshet level, was \$75,000. In December the Seaboard completed its new Dunlop Street Station at a cost of \$8,000.

#### The Civic League

The Civic League has contributed in many ways to the city's improvement, notably by continuing to war against the typhoid fly and the malaria mosquito.

love for their city but an intelligent understanding of its needs.

#### The Chamber of Commerce

Much of the recent progress of Petersburg has been due to the spirit of coöperation which has been fostered by the Chamber of Commerce. The Chamber is an active commercial organization, composed of 175 of the city's most progressive citizens, who are devoting their time and money to upbuilding the city. It recommends progressive legislation to be enacted by the city government and by the state legislature, and raises funds for enterprises of importance to the city at large. One of its principal duties is to promote cordial relations between public service corporations and the public. Its work is highly appreciated by all who are familiar with it.



# The Free Public Baths of St. Paul

By L. Curry Morton

Midway between two of the high bridges spanning the Mississippi at St. Paul lies a long, narrow island which in territorial days afforded a camping-ground for Indians journeying to and from the trading-post below. With the disappearance of the red man into the receding wilderness the island became the resort of tramp fishermen and adventure-seeking boys, and as such it was allowed to remain for many years in a state of unkempt desuetude. Today it is known far and wide as the site of the "Harriet Island Free Public Baths," one of the most interesting spots in St. Paul.

The clean, sandy shore of the island had always held out irresistible attractions as a bathing-place, with a resultant average of fifteen drownings per year; but the idea that it might be and ought to be reclaimed and made into a safe and slightly recreation-ground was first put forth by Dr. Justus Ohage, who served the city as health commissioner from 1899 to 1907.

"I began conservatively," said the doctor. "If I had announced all that I hoped to accomplish I should have been thought fit for an insane asylum."

And so he might have been; for in those days many ideas of civic policy which are now accepted as axiomatic were hardly more than demonstrable theorems, and Dr. Ohage was a demonstrator far ahead of his times. His plan in reference to the public baths was to provide for the people, *ex officio*, a means of positive health over and above the negative protection guaranteed by the health department, but he took the initial steps on his own responsibility, spending his own money. After searching ancient titles to the forty acres of sandbar, willow thicket and river maples known

as Harriet Island, Dr. Ohage purchased part for cash, obtained part for defaulted tax payments and secured a donation of the remainder. "I thought that when the enterprise was well started," he said, "I could depend on the public spirit and goodwill of the city to provide a suitable approach to the island." The city council did indeed make appropriation for an eight foot bridge between the island and the West Side levee. Dr. Ohage changed the specifications to twelve feet in order that there might be space for an ambulance to cross, and paid the additional cost himself. But no allowance was made for continuing the approach across the levee, which was occupied chiefly by railroad tracks and small factories built on ground leased from the city.

Two pavilions, a bathhouse and a cashier's office were built on the island the first year. Part of the building material was purchased by the health commissioner from the engineering department at nominal cost, and in-

cluded the framework of old election booths, and timbers of a bridge that had been replaced by steel construction, etc. The first season of the baths, managed entirely at Dr. Ohage's own risk, closed with a net profit of \$15.12. The second season saw the institution firmly established in popularity and patronage. New bathhouses were added, also tennis-courts, a new pavilion seating 2,000, a bandstand, children's playground, and gymnasium apparatus. Free instruction was given to men, women and children, in gymnastics and swimming. The visitor who brought his own soap, towel and bath-suit was admitted to the bathing-pool free of charge; for two cents all needful acces-



JUSTUS OHAGE, M. D.

sories were furnished him, while for five cents he received the additional accommodation of private dressing-room and locker. The bathing-pools have always been patrolled so efficiently that not a single case of drowning or serious accident has occurred in the eleven years that the baths have been in operation. Last season the total number of bathers was 257,757; the number of picnic visitors and others cannot be so closely estimated, but it is safe to say that Harriet Island has become one of the most frequented pleasure-grounds in the city, and that as a centrally located people's park it has fully supplied the need recognized by Dr. Ohage at the beginning. It is the coolest place in town on a sultry summer evening, and it may be reached by the majority of its regular patrons without the expense of carfares. It is the scene of many a juvenile field day in which the performers entertain their friends by great

mayor always presides on these occasions, and the parade is reviewed by the governor of the state.

Entrance to the baths is gained at the west end of Wabasha Street bridge, through an iron gate bearing the motto chosen by Dr. Ohage for the St. Paul health department: "In the health of the people lies the strength of a nation." A flight of concrete steps descends the terrace from the bridge to a wide cinder path which leads directly to the baths. On the bridge from the levee to the island is a sign which reads: "Harriet Island Public Baths and Playgrounds. Owned and protected by the people of St. Paul." Who but a man of rare insight would have selected the phrase "owned and protected?" Reading such words, the veriest park loafer feels put upon his good behavior, and experiences a subconscious straightening of the spine as he reads a little further on: "These baths and play-



THE PUBLIC BATHS ON HARRIET ISLAND

"stunts" at the outdoor gymnasium, or daring feats of diving and swimming. It is a practical swimming-school in which any man or woman may have the training of an expert. It is a place in which parents may leave their children all day long with perfect assurance that they will be well looked after. It is not a park for dress parade, nor does it inspire awe by elaborate landscape gardening, but this is all the better for its purpose; it becomes as homelike to the daily visitor as the pleasant shaded door-yard that he would like to have, but probably has not, at home. Every year the Commercial Club entertains the children of the city at a sane Fourth of July celebration on the island, providing them with plenty of harmless fireworks. Last summer about twenty thousand little guests of the Club assembled at Smith Park, where each child was given a flag, and marched in orderly procession to the island, weaving a thread of bright color through the streets, across the bridge and down the levee. The

grounds and everything pertaining thereto belong to the citizens of St. Paul—TO YOU." It is easy to understand why so few arrests for unseemly conduct (only three, to be exact) have been made on the island in the past eleven years.

The reclamation of Harriet Island has not only conferred lasting benefit upon the community, but it has given a saving touch of beauty to the water-front, and has greatly improved the vicinage of its neighbor, Raspberry Island, the home of the Minnesota Boat Club. Viewed from neighboring bluffs and bridges the bathhouses and pavilions, all raised on piles above high-water line, resemble a toy lake village. The island is interesting, not only at the height of the summer season, when the playgrounds are filled with dancing figures and the bathing-pools are astir with the wet, shiny heads of amphibious boys, but in October, after the soft maples and golden willows have put on the cast-off tints of the flowers and the mysterious autumn loneli-

ness has begun to steal along deserted paths of sunshine; or in winter, when the island lies icelocked and snowbound in dark mid-stream; or even after a swift spring freshet, when the bathhouses rest like snug little arks upon the steel-blue speculum of the risen tide, and the trees stand knee-deep in their own still reflection. This last aspect is not particularly admired by the officers of the health department who are expected to have the baths in order for opening day; but fortunately it is as rare as it is picturesque.

In 1901 Harriet Island was formally presented to the city of St. Paul by Dr. Ohage in a free deed of gift which stipulated only

'Harriet' by some old settler in memory of a wife, daughter or mother. The reminiscences of our pioneers should be kept sacred. Moreover the name is a pretty one, and it appears on all official documents. It should not be changed." This was before Dr. Ohage learned that the island was indeed named for a notable pioneer, Miss Harriet E. Bishop, a Baptist missionary teacher whose little log schoolhouse overlooked the site in 1847.

The people next demanded that a bronze statue of the popular health commissioner be placed upon the island, but again the commissioner's own better judgment prevailed. "I have always understood that



IN THE PLAYGROUNDS ON HARRIET ISLAND

that the institution should always be managed by the health department without political interference, and that it should be conducted solely as a place of wholesome recreation free from from money-making amusement features. The occasion was marked by great enthusiasm; speeches complimentary to Dr. Ohage and congratulatory to the city were made by the governor of the state, the mayors of St. Paul and Minneapolis and other prominent men. It was suggested about this time that the name of the island should be changed from "Harriet" to "Ohage," in honor of its philanthropic donor; but by the donor himself the suggestion was courteously disallowed. "The island," he said, "was probably called

monuments were *post mortem* affairs," he said. "For myself, I expect to live another fifty years. Wait till I am dead; then, if I have done anything worthy of a monument, you may put one over my grave." Later, in 1906, he permitted the erection of a marble drinking-fountain as a memorial of his work. The structure bears upon the front a life-size likeness of Dr. Ohage in bronze. Beneath the dedicatory inscription run the lines

"Mente concepit  
Opere complevit  
Munio dedit."

While the fountain is both an ornament and a blessing, one cannot forbear the thought that the island itself is the fittest

memorial. Dr. Ohage finds his own best reward in the fact that the baths and playgrounds are forever secured to the citizens of St. Paul.

Truly "by his labor he accomplished it"—a labor that involved a three years fight against railroad, city council and West Side Improvement Association before sufficient land was acquired to complete the approach across the levee. Real estate in the neighborhood was appreciating; a brewery concern offered Dr. Ohage \$50,000 for Harriet Island; West Side manufacturers were solicitously renewing their one-dollar-per-year leases; that part of the levee which Dr. Ohage had been bringing up to grade as a city dump now found favor in the eyes of the railroad, which, planning to extend its right of way, bought three lots from the

stood alone except for the support of an intelligent minority in assembly and park board, which sufficed to keep the question open.

At length the railroad proposed a compromise, offering to build an approach to the island across its prospective switching-yard, said approach to consist of a board walk five feet wide. With ominous mildness Dr. Ohage suggested that it might be wise to protect such a walk in some way, otherwise children on their way to the playgrounds might fall over on the tracks and be killed. The suggestion was accepted by the railroad counsel, who promised that the walk would be fenced on both sides. "You carry a good many cattle over your road?" the doctor abruptly inquired. The attorney believed that they did. "And



BATHING PAVILION FOR MEN AND BOYS

city at the modest price of \$10 for the three. This roused the fighting blood of the health commissioner, who promptly bought two adjoining lots from private parties for \$4,700 (using public bath earnings), and turned them over to the park board. In the long contention that ensued Dr. Ohage's opponents protested that his demand for a parked approach to his baths would discourage manufacturing industries and block railroad extension, while his friends called attention to the fact that there were plenty of cheap factory-sites in the vicinity, to which the railroad might direct its spur tracks without cutting off access to the island. Dr. Ohage himself held that without this free access the island would revert to primeval worthlessness, and all the money already expended upon it would be lost. Public opinion wavered, deflecting more and more from Dr. Ohage's viewpoint until the commissioner

where you wish to drive them from the pens into the cars," pursued the doctor, "you have nice little board walks, about five feet wide, with fences on each side?—and you call them cattle-chutes, don't you?" Again the learned counsel, somewhat mystified, replied in the affirmative. "Well, then!" blazed the health commissioner, "Why don't you call it a cattle-chute and be done with it? That's what you propose to build for the children of St. Paul—a cattle-chute!"

The offer of the railroad was declined by the city council. The controversy was suddenly terminated by the burning of a factory-plant near the bridge to the island. Urged by Dr. Ohage, the park board condemned the vacated site, thus capturing a strategic point and securing a carriage-drive to Water Street. After this nothing remained but to arrange a few reasonable concessions whereby each of the contest-

ants got all to which he was entitled. No one has suffered by the settlement; manufacturers are still doing business on the levee, the railroad is prospering, and the public baths are reached by a parkway which can never be encroached upon.

The founder of the St. Paul Public Baths has often been called the "militant" health commissioner, and the name suits him well in every phase of his official activity. While in office it was not unusual for him to go forth in his own personal might to arrest a violator of the anti-spitting ordinance or a breaker of quarantine regulations. Thronged with duties, he was never too busy to attend to business. He was the first municipal officer to criticise the wearing of long walking skirts by women, calling the wearers of such unhygienic apparel "volunteer street-sweepers" and ironically praising the unpaid diligence with which they gathered dust from sidewalks and crossings. In his opinion the proper length of a woman's walking skirt is "a little over two feet."

During his administration the city of St. Paul undertook the first systematic crusade against tuberculosis which was attempted by any municipality in the United States. During his administration, also, the health department won first prize or an

extensive exhibit of charts, photographs, specimen apparatus and the like at the St. Louis World's Fair, Dr. Ohage being awarded a gold medal personally. In 1907 he was presented with the Order of the Red Eagle, the highest distinction in the gift of the German government for scientific research and humanitarian endeavor. Though born in Hanover, and educated at the universities of Berlin, Göttingen and Kiel, the doctor is a loyal American, and has been a citizen of St. Paul for thirty years; and while his speech retains the accent of the Fatherland one may be sure that wherever the welfare of his adopted country is concerned he thinks in English. Sixty years young, he carries the burdens of a large and exacting medical practice with the buoyant enthusiasm of five-and-twenty, his profound knowledge of the human body sublimated by due reverence for the human soul, seeking always to lighten the back-drag of illness and misfortune so that the spirit of man may swing more freely in its appointed arc. In eight years of public service to his own home-city he has made a generous contribution to the grand total of our civic righteousness and that national strength which is rooted and grounded in the health of our people.

# The Cure for the Smoke Evil\*

By Herbert M. Wilson

Engineer in Charge, U. S. Bureau of Mines

And now to consider the mechanical means by which smoke production may be abated. In its investigations the Geological Survey has found that the chief waste in coal is due to imperfect combustion in furnaces and fire boxes. Steam engines utilize on the average about 8 per cent of the thermal energy of the coal; internal combustion engines utilize

less than 20 per cent; and in electric lighting less than 1 per cent of the total energy is rendered available. Perfect combustion means not only a better and more economical utilization of the coal but also smokeless conditions. The government is therefore indirectly attempting to abate the smoke nuisance of the country by directly finding how to increase the efficiency with which the coals are used, and thus prolonging or conserving the supply for the nation. The experiments have proven highly successful, so much so that the statement is made by the government engineers that the smoke nuisance of American cities is need-

\* Conclusion of a paper presented before a recent meeting of the American Civic Association, the first part having been printed in the May issue under the title "Smoke Worse Than Fire." In that issue Mr. Wilson was, through an editorial error, given the title "Chief Engineer U. S. Geological Survey" instead of his proper title as given above.

less and should not be tolerated. Smoke prevention is not only possible, but we stand ready to prove it by actual demonstration at the government experiment station in Pittsburgh. In that smoky city we are producing 1,000 horsepower without smoke, and we are burning under steam boilers coal considered refuse by the trade, costing, delivered at the station, 88 cents a ton. Furthermore, the men detailed to this investigation have found more than 200 plants in the larger cities of Illinois, Indiana, Kentucky, Maryland, Michigan, Missouri, New York, Ohio, and Pennsylvania, which are being operated without smoke and with a gain in economy—for smoke these days means waste.

Professor L. P. Breckenridge, of Yale University, formerly director of the engineering experiment station, University of Illinois, solved the smoke nuisance at the big heating plant of the University of Illinois several years ago. For two years the heating plant, with a horsepower of 2,000, has been operated without smoke and at an actual saving of \$5,000 a year over carelessly operated commercial plants. Professor Breckenridge says:

"In this heating plant we burn 15,000 tons of coal every year, and we were so successful in abating the smoke that we found it possible to use as cheap an Illinois coal as we could find. With this proper burning of coal we obtained an efficiency of 65 per cent, which is from 10 to 15 per cent more than many commercial plants can show. In this increased efficiency we have a saving of \$2,000 a year, and with our ability to burn cheaper, and therefore poorer, coals we have an additional economy of \$3,000, making a total of \$5,000 for a year."

It is a generally conceded fact that intelligent men trained in boiler-room practice could, by the smokeless combustion of coal, save 10 per cent of the fuel used in 50 per cent of the power and heating plants of the United States, and that in another 25 per cent of the plants such men could save 5 per cent of the fuel. It is the practice of nearly all large power plants to employ a boiler-room expert, and many of them have chemists who make frequent tests and investigations to determine the conditions favorable to the best economy. The saving of only a few per cent on the coal consumed will make a handsome return for the cost of the experimental work. There are now competent engineers who make a specialty of supervising boiler plants for a number of firms.

This all leads to the fact that the management of the boiler-room is a problem for properly trained men, and that, as the coal burned is a considerable item of expense, averaging about 50 per cent of the cost of producing power, there is more opportunity to save in the boiler-room than in the engine-room with any given equipment. The average boiler-room is a hot, dirty and otherwise unattractive place. For these reasons but little attention has been paid to it by superintendents and operating engineers in modern-sized plants. The boiler-rooms are managed for the most part by men hired not so much for what they know as for their ability to do hard work, and they get comparatively small wages. There are, however, some mechanical appliances which leave but little to the skill of the fireman.

Such results can not be obtained where the furnaces are fired by hand, although these furnaces can be operated without objectionable smoke. The fireman is so unreliable a factor that the ultimate solution of the problem depends upon the mechanical stoker; in other words the personal element must be eliminated. The small plant is no longer dependent upon hand-fired furnaces, as certain types of mechanical stokers can be installed under a guarantee of high economy with reduction of labor to the fireman.

Let me briefly illustrate here the processes of combustion and their application to the problem of smoke prevention, for smoke prevention means simply perfect combustion. Combustion is rapid chemical combination with the evolution of light and heat. Many substances, as iron and sulphur, unite in this manner, but for obvious reasons the two substances most commonly used for developing heat are carbon, found in wood or coal, and oxygen, found in the air. When combustion takes place a certain fixed amount of one of these substances always unites with a certain fixed amount of the other. A certain temperature, called the ignition temperature, must be reached and maintained before combustion will take place.

Applying these laws of combustion, this match in my hand is made of combustible material and is surrounded by the oxygen in the air; the elements necessary for combustion are present, and I may blow upon it to supply even a greater amount of oxygen

and yet it will not burn. The reason is in accordance with the law stated above that a certain temperature must be reached and maintained before combustion occurs. The temperature is too low. If the match is heated in some manner, say by friction, the temperature is raised to the ignition point, and combustion takes place. By raising the temperature of this lamp wick to the ignition point I may cause combustion to take place there.

This lamp represents a furnace running under full load conditions, the air supply being sufficient and properly heated. The wick represents the grate, the chimney is the combustion chamber and stack, and this steel rod may be considered to represent the heating surface of the boiler. Practically perfect combustion of the fuel is taking place and no smoke is visible. Smoke may be produced in several ways, easily illustrated. If the air supply is cut off, smoke results. I may cut it off from below, corresponding to the closing of the ashpit door with a good fire on the grate, and smoke results. I may close the stack damper with the same results. On the other hand I may increase the fuel supply beyond that for which the air supplied is sufficient, force the furnace, in other words. The result here, as under a boiler, is smoke. If the temperature of the gases is suddenly lowered below the ignition point smoke also results. This may be accomplished in the lamp by an inrush of cold air obtained by raising the chimney, or it may be caused by bringing a comparatively cold substance in contact with the hot burning gases. Combustion is hindered, smoke results, and particles of unburned carbon are deposited as soot on the steel rod. This circumstance is exactly what occurs under a steam boiler when the tubes are close to the fire. The burning gases strike the cold tubes and are lowered in temperature, combustion ceases, particles of unburned carbon are deposited on the tubes or carried up the chimney, and become visible as dense black smoke. The remedy is obvious, keep the gases heated above the ignition point, and continue to supply the proper amount of air until combustion is complete.

Hundreds of devices for smokeless combustion have been patented, but almost without exception have proved failures. This record may be explained by the fact that many of the patentees have been unfamiliar

with all the difficulties to be overcome, or have begun at the wrong end. Numerous patents cover such processes as causing the waste gases to reenter the furnace; schemes for collecting and burning the soot are legion. Many manufacturers who have been looking for some cheap addition to a poorly constructed furnace to make it smokeless have experienced the inevitable failure. Altogether the effort to rid cities of the smoke nuisance has been hard, long, and as yet comparatively unsuccessful. Proper equipment, efficient labor, and intelligent supervision are the necessary factors for smokeless burning of coal.

The total number of steam plants in the United States having boilers fired by hand is far greater than the number of plants having mechanical stokers, but if the comparison is based on the total number of horsepower developed the figures show less difference. Particularly is this true in sections of the Central West, where mechanical stokers are generally used at large plants. As a general rule hand-fired plants do not have properly proportioned furnaces, and the methods of operation are far from conducive to good combustion. The coal is usually fired in large quantities, thus chilling the gases and causing deposition of carbon. The drafts by which the natural air supply is regulated are not readily proportioned and controlled as is possible with mechanically forced or induced draft. Little opportunity is given for the air and gases to mix before the heating surface is reached, and combustion is consequently arrested by premature contact with the cooler surfaces of the boiler tubes. In all the hand-fired furnaces visited by the government engineers success in smoke prevention was obtained chiefly by careful firing. The coal was thrown on often in small quantities; the fire was kept clean, enough ash to prevent the passage of air to the fire never being allowed to collect on the grate; and more air was applied at firing than after the volatile matter had been distilled. Even with such precautions the plants might have made objectionable smoke at times but for the fact that usually some method was employed for mixing the gas and air before they reached the heating surface. In ordinary boiler furnaces only coals high in fixed carbon can be burned without smoke except by expert firemen using more than ordinary care in firing.

Whereas it is possible to abate the produc-

tion of smoke in large plants where economical considerations will warrant the introduction of mechanical stokers and drafts, such devices can not be used on the thousands of small boilers used in heating residences, shops, and for operating hoisting engines, dredges, piledrivers, and for similar purposes. The first element in the smoke-producing qualities of the small hand-fired boiler is the fireman. Skilled and competent work can not be expected of the grade of men now employed as firemen unless they are given better treatment and something is done to interest these men in their work. These men have to make up fires before the factory begins work, remain to oil and do odd jobs when it closes at noon, and stay after the others have gone home for the night. They do 84 hours work for 54 hours pay, eat among the coals, rarely have a dinner hour, and live their work life in the stokehole.

It is not to be expected that men worked as hard as these are, who have to lift several tons of coal and ashes per day, will give the thought to intelligent stoking or add to their labors by shoveling in small amounts every few minutes as they should, unless wages and hours are improved. The Pennsylvania Railroad System, in its endeavors to better the conditions among its locomotive firemen, agreed that the best ultimate solution of the problem was the education and supervision of the men firing their locomotives. In Germany, which has ever been in the forefront in the improvement of technical conditions, schools have been established with a view to interesting firemen in their duties. It is believed that much could be done toward bettering conditions by having intelligent instruction given the firemen while on duty in the fire rooms, and by lectures at night which would explain to them the purpose and the meaning of the work which they are performing.

Combinations of boiler-room equipment suitable for nearly all power plant conditions can be selected and can be operated without objectionable smoke when reasonable care is exercised. Of the existing plants, some can be remodeled to advantage; others can not, but must continue to burn coals high in fixed carbon or to burn other coals with inefficient results accompanied by more or less annoyance from smoke. In these cases a new and well-designed plant is the only solution of the difficulty.

Aside from the possibility of remodeling existing plants, the secret of all smokeless combustion of coal in the future lies in four directions. First, since large plants may, for obvious reasons, be operated more economically than smaller ones, the concentration of the functions of the latter in central plants in cities offers a solution of the problem of producing power, light and heat at a reasonable price and without smoke. Second, the conversion of coal into producer gas, and the utilization of the latter in power production by gas engines both in small independent installations and large central generating stations. As the development of the gas producer plant progresses it is not visionary to look forward to the time when coal, which is found cheapest at the mine, shall be utilized there for conversion without smoke into electricity through the gas producer, whence it may be transmitted 200 to 300 miles for the production of power in cities and for the propulsion of cars on railways. Third, the compressing of bituminous slack and lignitic coals into briquets which can be burned in locomotive and domestic furnaces with less smoke than the raw coal. Briquetted coal burns from the outside, as does anthracite, and in consequence a better combination of air with the volatile matter is procured, and less smoke is produced. In the West are millions of acres of lignite which, when compressed into briquets, will furnish an admirable and smokeless fuel for combustion in domestic and locomotive furnaces. Fourth, the coking of coal in by-product instead of in common bee-hive ovens, thereby eliminating smoke and saving the gases and distillates for power production and industrial use.

Altogether investigations show that the smokeless American city is entirely possible, and that it will come when the public conscience has thoroughly awakened to the enormous waste of natural and human resources through this evil. The battle being waged by health officers, smoke inspectors and public-spirited citizens in the various cities is not in vain. Through their efforts there has been an awakening of public sentiment, which is to grow into a mightier force as the situation becomes clearer to the people. It is true that a large number of fuel users in the United States still believe that smoke means wealth, and that to produce less smoke would add to the cost of running their mills and factories;

but these individuals are becoming fewer in number each day as the fallacy of their views is demonstrated. The general body of fuel users is still permeated with the idea that it can not suppress black smoke without increasing wages or fuel bills, whereas the reverse is the case. With lamentable indifference to the health of the community obliged to live within range of their factory chimneys they continue to burn coal on the unscientific rule of thumb method handed down from the last generation. Nevertheless the truth is gaining ground. The more intelligent manufacturers see the economy in the smokeless combustion of coal, and when the argument touches the pocketbook it is bound to spread.

Another helpful agency which will hasten the smokeless city is found in those who are waging a battle against tuberculosis. Physicians and students of social science feel that the problem of purer air for the dwellers in cities has become one of prime importance. They realize that lessened amount of sunshine through smoke and the increased amount of impurity in the atmosphere combine to hamper their crusade against the white plague. They are insisting upon a smokeless city. All we need is an earnest public sentiment on this question, and it is coming fast. If the people understand the truth they will not tolerate this evil.

If the smoke nuisance is to be regulated the first essential is the enactment of laws which shall adequately cover the conditions, and the second is an awakened public conscience which shall see that these laws are complied with. Primarily the law must be so phrased that it will not be declared unconstitutional in the courts, as has oc-

curred in some instances. There must be some competent medium for the enforcement of the law, as a board of health founded perhaps on a sanitary code, in which event such board should have the authority to add to or amend the regulations which it may promulgate. Sanitary legislation is a product of advanced civilization. There is probably not a city of moment in this country without a board of health, and the powers of these boards are by no means inconsiderable. Further authority should, however, be given them since public apathy and political interference are often such that health authorities can not enforce their orders.

There must be a united public opinion, not as in some cities, where opposing forces, official and civic, do more toward the prevention of proper remedial measures than if there were actual hostility. If the conditions are to be bettered in all of our cities there must be discretion in the enforcement of such laws as are enacted, and only discreet persons and such as have sufficient backbone to perform their duties should be engaged in their enforcement.

Altogether the situation is hopeful. The smokeless city in the future is to be the note of civilization; a smoky city is to be the sign of barbarism, and not the badge of prosperity some have boasted it. The few agitators for emancipation from the evil of soot of a few years ago have been reinforced by a vast army of crusaders. Black, dust-laden smoke has been proved to be wasteful. It is economy to have smokeless mills, factories and cities, and the converts this consideration is daily making to the reform, bid fair to rid us soon of the spreading, insidious, heaven-obscuring nuisance.



# Influence of Playgrounds and Small Parks on Suburban Development\*

By Wm. E. Harmon

The American Civic Association has been making earnest appeals to those engaged in the development of suburban properties for broadmindedness in the consideration of parks and playgrounds as a part of such development. The appeal has been made largely to the civic sense or public spirit of the business man, rather than on the basis of the commercial value of the policy.

Much can certainly be said in favor of careful study in such a grave matter, for ordinarily the original street plan means the perpetual fixing of the limits of territory available for public use. All generations to come pay tribute to, or get benefits from, the bad or good judgment displayed when a plot of ground is first staked out and the plan recorded.

Although most real estate operators will admit the importance of this question, a very vital one confronts them, namely, the relation of their bank balance to the undertaking; and if it were possible to show by practical demonstration that liberal contribution in parks and playgrounds return dividends in dollars, as well as in satisfaction, it would then become the reasonable thing for men engaged in the development of property to see how far they could go in this direction.

The successful development of real estate is a practical matter involving a close analysis of conditions, and an energetic and persistent use of constructive ability. Aside from unexpected and accidental increment, the profits are not over large, and it is asking a good deal to expect a man voluntarily to give up for public use property which he has paid for unless it can be shown that his contribution to the public good is done practically without risk. I shall, therefore, address this article solely to the spirit of selfinterest of those who may be engaged in the development of real estate, urging the importance, from a business point of view, of giving the public more liberal treatment in the shape of improvements and

public spaces, than they are now prone to give, or consider wise from their own point of view.

We originated the business of selling lots on installments, and have learned much in 25 years constant practice. The movement has become world wide, but still being young, most people who are entering upon it are going into their first, or nearly first adventure; and it is hoped by giving the results of a long experience that others may be encouraged to begin where we are leaving off.

Twenty-five years ago we estimated that we had to sell our real estate at a certain percentage above cost in order to avoid the risk of loss; today we sell it at forty per cent less, and make more money by the larger volume of business. Many years ago we put in cheap improvements, and as few of them as were necessary to sell the property; today we put in every possible improvement which the retail selling value will warrant, or, in other words, all of the improvements that the land will stand. We find that the result of this policy is to make the cost of selling lower, decrease the number of forfeitures, and increase the chances of profit for the buyer. It is purely enlightened selfishness.

At one time, a few years since, my associates and I were seriously engaged in a consideration of the "ideal charity." In other words, we were attempting to find a form of charitable, or public, service in which a given sum of money could be utilized with the least possible waste, the greatest possible good, and which would leave a perpetual monument to the giver. We took up the various forms of philanthropic activity—educational, religious, care of children, care of the aged, and all others we could think of; and finally, somewhat to our surprise, arrived at the conclusion that vacant land was the only gift free from the risk of the decay which assails material construction and of the mismanagement which menaces capital dedicated to charitable endeavor. This con-

\* A paper presented at a recent meeting of the American Civic Association.

ception regarding vacant land shaped itself into the form of dedicated playgrounds or parks, close to big cities, which could forever be the recreation place for the neighboring population. We began to realize we were cutting up lands upon which people would dwell for all ages to come; we were changing wholesale acres into a form from which they could be changed again only at great cost. At this point it would be the simplest thing in the world to set aside, if we were so charitably minded, some of this land, and leave it as a perpetual open space for generations to play upon. At that time no other aspect of the case suggested itself to us—it did not seem possible that such an immediate sacrifice to our future expectations would work any important benefit to our treasury balance; in other words, it was not a business proposition, although it did look like the most justifiable sentimentalism. In this we were mistaken.

There were infinite business possibilities in such an act of generosity, and could we have seen ahead, as we can now look back, we would immediately have begun the segregation of lands for park purposes in all our subdivisions, and would not only have served the community better, but would have received a return in dollars and cents sufficient to repay amply for every foot of ground so utilized. From a lack of courage we began reluctantly and in a niggardly manner to carry out this policy; therefore our education has been slow; but we are at last convinced that upon every consideration of public and private policy intelligent land segregation pays the cost. When a concern voluntarily gives the public a part of the ground for which it has paid its money it secures a place in public confidence hard to reach in any other way. It indicates the ideals for which the business firms are striving; the community is stamped with the impress of the generosity. It sets a standard to which the people can and will point in attempting to induce others to come to the location for a place of residence; it puts city governments under an obligation which they cannot ignore, and it insures a fair hearing upon all one's business affairs with the authorities. In any bitter public controversy that little piece of ground will fight your battles for you in the sentimental effect which it

exerts on the public, and, finally, it will exert its quiet but constant influence in upbuilding your business and your reputation. Where these grounds are properly distributed and intelligently laid out, in almost every instance it will be found that the land surrounding such spots can be marketed at a price sufficiently high entirely to offset the cost of the contribution, which is the final test of the value of your enterprising beneficence.

Having watched the gradual growth of scattered suburbs into densely populated city blocks, one cannot but wonder at the shortsighted policy of the average municipal engineering department. There is no intelligible reason why there is not incorporated into the official city map of every city a certain percentage of the area to be set aside for small parks and playgrounds, as a matter of public wellbeing, exactly as streets and alleys are so treated. If five per cent of the area of the undeveloped land contiguous to large cities were properly distributed in small park appropriations one problem of congestion would be solved without any injustice to any one.

In many cities in this country the engineering departments plot the whole area of the suburban sections in anticipation of future development, showing sewer and street elevations, street widths, etc. Park appropriations could be made a part of this planning, and would be accepted by developers without question. If shortsighted they would not realize the value of such spaces in the sale of their land, but they could set their prices so as to treat these parks the same as they consider the areas set aside for street purposes. In this way cities could get all the park lands necessary without any cost whatever. This plan would apply only where the operator undertook the opening up and construction of streets on his own account. In case streets are opened and improved by the city, and lands contained therein condemned for street purposes, these parks could be included in the same condemnation proceedings, and the cost therefor assessed on the abutting property, so that the city would be in exactly the same position with regard to the acquisition of parks as it now is with regard to the acquisition of streets.

In the districts outside the city limits, which in course of time will become a part

in cellars having a ceiling at about the level of the ground, as follows:

1. The lack of sufficient natural light is one handicap of the cellar bakery. Besides the frequent experience that a location depending solely upon artificial light is more apt to be found dirty, the hygienic value of sunlight, even when diffused, in decreasing the viability of pathogenic bacteria, is well established. General Sternberg's statement that "sunlight is one of the most potent and one of the cheapest agents for the destruction of pathogenic bacteria" meets the approval of, and is expressed in almost the same language by Newman, Frankland, Rosenau and other writers on the subject. The late Prof. Charles Harrington, writing generally of the value of light in factories, remarks:

"Although good light may not be a necessary factor in all the various kinds of work, and poor light may not always lead to injury, the effect of well lighted rooms, if only to exert an unconscious influence upon the minds and spirits of the workers, is highly desirable as a concomitant factor in the maintenance of health."

This well known stimulating effect of a sunshiny room upon the spirits of the workmen is possibly lessened by the practice of operating bakeries at night. Such night operation will be greatly restricted, we believe, in the course of time, as it now is by law throughout the Kingdom of Italy.

2. A second disadvantage of the cellar bakery is the increased difficulty of adequate ventilation because of its location below the ground level. If the means of ventilation are natural ones only, depending upon air currents through doors and windows, the location of these openings below the surrounding ground surfaces almost precludes any useful effect from them. As compared with like results of air flow by natural causes through similar openings above the ground, they are almost negligible. If mechanical means of ventilation are resorted to, the obstacles encountered in preventing the entrance of dust, etc., from the streets and alleys, are almost insurmountable, and can only be overcome by locating inlets above the ground or by providing expensive air cleaning apparatus.

3. In this connection may be noted the increased liability of contamination of bakery products both before and after passing through the oven, by the entrance of

dust laden street air. Professor Harrington has well said that

"A cellar is not a suitable place for handling dough, jellies, food, cream, etc., which go to make up food products, particularly on windy days in summer, when the sidewalk windows permit ready entrance of street dust in the chocolate and cream fillings, the lemon and apple pies as not infrequently has been observed."

Although the danger of infection from dirt blowing from the outside into unbaked bread and pies may be less than that of infecting such food by contact with the floor after baking, it is none the less to be avoided as an undesirable factor of food production.

4. A substantial disadvantage of a cellar bakery, often overlooked and sometimes even misconstrued as an advantage, is the decreased radiation of heat through the lower walls of the building as compared with upper walls exposed to air currents. While the general fact that a cellar is cool in summer is unquestioned, it is also well ascertained that when the oven of a bakery is fired, the slight radiation of heat through the cellar walls and the surrounding ground with which the masonry is in contact results in abnormally high temperatures in the cellar room.

5. The underground bakery is likely to have insufficient and incomplete drainage on account of its location. In Chicago, flooded bakery floors have been common for years past and have resulted often in the making of food under disgusting conditions of filth. Coupled with inadequate drainage in a cellar is the increased tendency to dampness with its consequent damaging effects on the flour and meal stored for use.

6. One of the serious dangers attendant upon cellar bakeshops is the increased danger from undiscovered fires which threaten the safety of persons living in upper stories of the same building. This evil has not in Chicago been emphasized as it has been in New York City, where large sums have been expended in providing fire resisting construction between bakeries in the cellar and living rooms in upper stories. This legislation does not allow any openings whatsoever to be maintained in the floor of the first story. While our Chicago situation doubtless requires attention from this point of view, the danger is less threatening on account of the fact that few of our build-

ings containing bakeries are over three stories high and most do not exceed two stories.

7. The entrance of rats and other vermin is encouraged by underground locations, and their eradication rendered much more difficult than when the floor is at or above the surface.

Let us now proceed to note the five principal structural requirements which are indicated for bakeries hereafter established:

1. The floor should be at or above the ground level. Although there is not at the present time, so far as we are advised, any law which requires a bakery to be placed wholly above the ground, it appears that the considerations which have been urged against cellar bakeries will, in the near future, be held to be of sufficient weight to require this important advance as to location. As a practical matter of design, where a building is erected on a costly site, it is a prime requirement that the principal floor be on, or only slightly above, the level of the street. As soon as it is conceded that the floor of a new bakery shall not be more than five feet below the street (the requirement of the Wisconsin law and our Chicago ordinance) it will, in the more difficult cases, be brought at least to the height of the street grade.

A recent decision of the Supreme Court of Wisconsin in the case of Benz & Nagiel-ski versus the State Bakery Inspector, is worth noting in this connection, not only on account of the broad ground taken with respect to the application of the police power, the court holding that

"Individual cases cannot determine the necessity of classification. The question is whether in general the public health will be promoted by the rule, and not whether isolated cases do not need such a rule. If the rule be in the interest of the public health, it must be general and well within the class controlled by it."

2. The lighting and ventilation should be effected by windows placed on at least three sides of the bakery. If a skylight be practicable, it may replace windows on the third side, provided the windows which remain are in opposing walls of the room. Any less favorable plan will fail to secure adequate natural ventilation. Windows should open on spaces at least ten feet in width and should have their sills no nearer to the ground than four feet, a height suffi-

cient to escape the entrance of most of the dirt blown about by the surface air currents. The tops of windows should be kept as close to the ceilings as convenience of design will permit.

3. The floors should be rat and moisture proof. There is little objection to the use of a hardwood wearing surface over a concrete floor structure, although the best types of monolithic floors are better than any wooden floor.

4. The best wall finish is hard and smooth cement plaster painted with enamel paint. Ceilings should be of the same material, or may be sheathed with steel over a hard vermin-proof plastered surface. The use of whitewash for wall or ceiling coating is now recognized as undesirable since its surface is always rough, dust catching, and liable to flake.

5. An important feature consists in arranging all the furniture and equipment so that it may readily be moved away from the wall or to a new floor location when the surfaces are to be cleaned or repainted. Fixed wooden shelving, immovable troughs and tables, do not allow proper maintenance of walls and floors.

Passing now to the consideration of restaurant kitchens, particularly those situated in cellars, let us note that the administration of the restaurant control ordinance passed in July, 1906, was mainly concerned at the outset with the quality of the food supply. Our inspectors found rotten meat in the iceboxes, spoiled canned goods in the storerooms, rat runs in the vegetable bins and cockroaches everywhere. After a few months insistent action by the Department, and consequent steady improvement in these conditions, attention was directed to structure and ventilation as well as maintenance. All the disadvantages observed in cellar bakeries were found commonly present in restaurant and hotel kitchens. Besides these were found the added evils of very cramped working spaces, clouds of steam from cooking and dish-washing operations, very high temperatures near the boilers and ranges, and accumulations of garbage and trash in close proximity to the prepared food stuffs. Such defects in structure as floors consisting of a number of layers of saturated boards, soot blackened paper hanging from walls and ceilings, wooden tables and meat blocks with

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wide cracks containing decomposing grease deposits, cellar windows and vault openings through which street dust sifted into food ready for the table, and toilets and locker rooms not properly shielded to afford protection to the food in preparation.

Our experience with these foul catacombs leads to the conclusion that new installations of restaurant kitchens, in addition to the provisions suggested for bakeshops, require attention to the following:

1. Ample space must be provided in which the employes may perform the various operations. The contingency of expansion at a future date should be considered, as the tendency to enlarge the dining room, without providing additional kitchen facilities, found in a great many cases.

2. The arrangement of the various appliances in their relation to each other should insure the isolation of dishwashing and garbage storage from the handling of food.

3. Adequate provision must be made for the removal of cooking odors, not alone from the ranges, but also from vegetable boilers, so as to avoid nuisance in other parts of the building and in the neighborhood. The Underwriters Association now requires that ventilation ducts from large ranges be built of heavy iron plate and carried through the top of the building without other connections, so that the grease and soot may be burned out of them as from a chimney flue, without incurring fire danger to other rooms.

4. Ample toilet facilities and washrooms, separate for each sex, and apart from those provided for the public, must be furnished. The wash basins should be located outside of the toilet rooms in order that it may be apparent to those in charge that the hands are cleansed after leaving the toilets.

5. Proper locker rooms, with exceptional means of ventilation, must be provided in order to avoid nuisance of the storage of either street or working clothes in tightly closed cupboards.

6. Well ventilated refrigerators are required in numbers sufficient to afford separation for the different classes of food, especially for milk and butter.

The best examples of the application of these rules of design to new bakeshops and kitchens are to be found in the upper stories, preferably the top story, of certain high

buildings. Such installations of superior type are at present by no means rare.

It may be pertinent to this discussion to inquire what influences in the community will give support in cases of official action for the suppression of these submerged nuisances.

We do not need to predict that all the bakers, cooks, waiters and scullions will show a lively interest in efforts made to improve conditions which mean death or life to them. As regards the customer or consumer, he needs only the pointing hand of authority to suggest which establishment should be patronized and which avoided by him. For his conversion the proprietor will require argument, persuasion and sometimes the strong hand of the law. It is by no means easy to convince him that success in his business depends upon the restoration of public confidence in his plant and his products. The property owner will at first bluster about vested interests and his right to lease his cellar, as heretofore, whether it be suitable or unfit, for food production uses. After consultation with his lawyer he will express sympathy with the progressive attitude of the authorities and a desire to make any changes they may suggest to make his building acceptable. When advised that no changes are practicable, he will remonstrate, but will shortly acquiesce in the decision. The legal obstacles interposed to the execution of laws aimed against underground occupation will be less formidable than anticipated. No lawyer in his right mind will, after careful consideration of the present scope of the police power, advise a client to oppose the will of the people in this regard. Judges and juries, affected by the current wave of interest in public health, will prove sympathetic with the reform. Above all other sources of encouragement the newspapers, quick to note the public pulse, will respond, both in news and editorial columns, with hearty endorsement of the movement.

It is not too much to hope, or indeed to prophesy, that within the life span of a generation the industries of food making will cease to inhabit caverns and dungeons of the earth, and will come to the surface to be carried on amid appropriate surroundings of daylight and fresh air, without which the normal human existence and day's work is impossible.

# The Conning-Tower

Arthur H. Grant, Editor

## A Change of Ownership

The delay in publishing the present issue of THE AMERICAN CITY has been due to two causes: a removal of the publication office to other rooms in the same building, and a change in the ownership of the paper.

There has been organized in New York this month a corporation known as the Civic Press, the chief object of which will be the dissemination of practical, stimulating literature relating to municipal problems and civic betterment generally. Realizing the great value of THE AMERICAN CITY as a foundation stone in this enterprise, arrangements have been completed by The Civic Press for the purchase of this journal, its good will, subscription lists and advertising contracts from the former publishers.

Future issues of THE AMERICAN CITY will be published by the new company, and a more detailed announcement of its plans will appear in the July number. The contents of the present issue have been prepared by the old management, who take this opportunity to express their belief that the new plans referred to above will result for the benefit of both subscribers and advertisers, in a bigger and better AMERICAN CITY.



## The Menace of the Recall

When the local W. C. T. U. and the liquor dealers join hands to secure the recall of a mayor it is pretty certain that one group or the other acted without carefully weighing the evidence. That is the great danger with the hair-trigger recall system that some of our cities are adopting—it is apt to go off prematurely. It will take only one or two recall elections for inadequate reasons to make men who have reputations to lose very careful how they risk them by accepting elective city offices. It has been hard enough in the past to get such men to be candidates for civic office; and what we need in this country is so to readjust our city governments as to attract rather than repel men of this type. It looks as though

the commission system might accomplish this, but it will ultimately fail to do so if it is hampered with as easy a recall system as some cities have adopted. Even if a man successfully defends himself against a recall, the fact that a small disgruntled minority may make his term of office a continuous election performance will make the whole thing obnoxious to men who want to be administrators rather than politicians. Moreover this system will ultimately play into the hands of the professional politicians whose machines are always ready for service, while the man they are trying to retire may have back of him no organization that can be relied upon in such an emergency. If we must have the recall it should be made so difficult that the machinery could be set in motion only by a great popular uprising against an official who had wantonly abused his trust. And for such emergencies we already have adequate legal recourse through prosecution and removal for malfeasance in office. The fact is that ninety per cent of those who think they want the recall haven't given the matter any serious thought, while the other ten per cent belong to the type to whom easy change appeals more strongly than careful selection. It will be a great day for the United States when its people stop using their city governments as playthings, and treat them as seriously and with as great respect as do the nations of Europe.



## Modifications of the Commission System

If it were not pathetic it would be funny—the way we follow each other like sheep. Galveston started its commission system with five commissioners—none too many for its size. But instantly five becomes a sacred number, to be adopted without the slightest regard to a city's needs. Small cities do not need five commissioners, and cannot afford to pay five adequate salaries. This absurdity caused the legislature of South Dakota at its last session to enact a law permitting cities to have three com-

missioners instead of five. This is a step in the right direction; but the "Lockport plan" described elsewhere in this issue goes still further along the road that will ultimately lead to municipal efficiency. The end for which we should strive is the attainment of something like the European system where at each election a few men are chosen to *represent* the citizens in their selection of executive officials, and where only a fraction of the council retires each year. The length of term, the dignity of the office, and the fact that it is deliberative rather than executive attract to it the highest type of citizens, who remain in office term after term, thus greatly increasing the efficiency of the body.



#### Give Generosity a Chance

We do not agree with Mrs. Mowry, who on another page tells so interestingly of the penny lunches served in the Milwaukee schools, that "it has been demonstrated that it is impossible for a single organization in a large city to maintain a system adequate to the actual needs." There are a hundred men in Milwaukee who could draw a check for the full amount needed and not feel the poorer, and there are probably fifty *who would do it if it were put to them in the right way*. The right way in all such things is the large way. "Will you be one of fifty men to give twenty dollars each?" doesn't appeal to some men nearly as much as "Will you be *the* man to give a thousand dollars to put this thing firmly on its feet." That is a bit of psychology that promoters of worthy enterprises would do well to ponder over. Moreover the worst possible way to raise money is by indirect means—fairs, concerts and the like. Only a fraction of the money spent is a net receipt for the object, yet the people consider the gross amount that they have expended rather than the meager net proceeds. Some years ago a minister was called to a church that had been heavily in debt for a quarter of a century, and had eked out a miserable existence by the usual indirect ways of raising money, helped out by denominational funds. He refused to accept the call un-

less the church pledged itself to raise no money except by a direct request to the members to take out their pocketbooks. A grudging consent was given by the trustees, who assured the minister that his salary could not be paid under those conditions. It was paid, however; and within five years the debt was paid off, the building was renovated, and the denominational subsidy was a thing of the past. What is true of church finances is true of the financing of charities and civic improvements. The average man likes to be generous, and will be generous if he is given a fair chance; but generosity is stifled when the donor is given a *quid pro quo* in the form of tickets to some entertainment. Ye civic workers, give the other fellow credit for having some of your public spirit, and the results will surprise you—if you have faith enough to pledge your honor that no indirect schemes will be attempted.



#### Generosity as an Investment

In this connection should be read Mr. Harmou's story, told on another page, of how his real estate company found generosity profitable. And in this there is a lesson for others besides real estate operators. One great obstacle in the way of civic improvements is that people are afraid they will not pay. They are mistaken. Every civic improvement that is well planned and well executed, and that is within the means of the community, pays large and various dividends—dividends in health, in happiness, in business efficiency, and especially in civic growth. People prefer healthful, attractive, progressive cities and towns; and the most hopeful sign of the times is that business men generally are coming to look upon civic improvements not as the fads of visionaries, but as the best building material for their cities and their private fortunes. Solomon would have made the best sort of a member of a modern chamber of commerce:

"There is that scattereth and yet increaseth; and there is that withholdeth more than is meet, but it tendeth to poverty."



# City Forestry In Chicago\*

By J. H. Prost

City Forester of Chicago

Before the fire of 1871 the then residence streets of Chicago were so well planted with trees as to suggest the civic motto "Urbs in Horto" (a city set in a garden). The fire destroyed a large majority of those magnificent trees, which were never properly replaced. Then Chicago, in its rapid commercial and industrial development, sought to supply its esthetic needs and uphold this civic motto by establishing elaborate playgrounds, beautiful parks and extensive boulevard systems. While these are necessary and beautiful features of which we may well feel proud, yet in accomplishing all this we have thoughtlessly neglected what may be considered the back yard or living portion of the city, overlooking those features of the city beautiful which become a joy and comfort to the masses.

Trees planted in front of every home in the city cost but a mere trifle, and the benefits derived therefrom are inestimable when compared with the cost of and the benefits derived from our parks, playgrounds and boulevards, and every city could well afford to make this its first endeavor toward a "City Beautiful."

By making trees a part of the daily life of our citizens we are not only beautifying the city, bettering its health conditions, and increasing the value of real estate, but we are also educating our people better to appreciate, respect and enjoy our parks.

The home and school are the greatest educational factors of a community, and whatever is for the permanent good of the city should begin at home and in the school.

In Chicago we have fifty or more civic improvement organizations, covering all parts of the city, and these are again affiliated, forming a league of Improvement Associations. These associations have long realized that the street tree is an indispensable factor in making the city more

habitable, and that it is essential to the beauty of an ideal residence street.

In 1904 a Chicago "Tree Planting Society" was organized to promote the planting and care of street trees. It published and distributed a circular setting forth the reasons why trees would be planted. But definite results were not obtained until January, 1909, when the Chicago Woman's Club put forth determined efforts to establish an office for the municipal control of street trees by calling a meeting at which there was appointed the Chicago Tree Committee, made up of thirty citizens representing many prominent clubs and societies, with Franklin MacVeagh, now Secretary of the Treasury, as chairman. This body proposed to Mayor Busse the adoption of an ordinance concerning trees and shrubbery in the streets of the city. The proposition was approved by the Mayor, and on his recommendation the City Council on March 22nd unanimously adopted an ordinance as drafted by the Tree Committee.

It was agreed by the Mayor and citizens interested that the work ought to be placed in charge of the Special Park Commission, as its work for small parks and playgrounds already extended over the entire city, and also because it possessed the necessary facilities and experience in the subject. The ordinance accordingly gives control of the trees in the streets to the Special Park Commission, authorizes it to appoint a City Forester, who is to direct, assist and advise persons wishing to plant trees, and to have general charge of the care of the trees in the streets.

The ordinance further provides that the City Forester shall superintend, regulate and encourage the preservation, culture and planting of shade and ornamental trees and shrubbery in the parkways of the City of Chicago.

It shall be the duty of owners of lots within whose lot lines trees are growing to keep them trimmed so that they shall not

\* A paper originally read at a recent meeting of the American Civic Association, but revised by the author for The American City.

interfere with the passage of light from the street lamps, and that dead or living limbs shall not overhang the street or sidewalk so as to interfere with the proper use of the same.

Before planting trees in the parkways of the city's streets a written permit must be obtained from the City Forester. This is done for the purpose of controlling the variety, size and character of tree planted. Trees must not be planted nearer together than 25 feet in any case.

No one shall, without a permit from the City Forester, remove or cut down any tree, or in any way injure trees in the parkway, nor hitch horses to them, nor allow horses to stand near enough to bite them, nor

Upon assuming the duties of the office in May, 1909, I found that the Special Park Commission, by the passing of this ordinance, had added to its supervision about 1,486 miles of parkway lying along improved streets, and 1,370 miles of parkway lying along unimproved streets and 1,415 miles of alley. Eighty thousand would be a fair guess as to the number of trees growing in the parkways of Chicago.

At the request of the Special Park Commission the Superintendent of the Bureau of Streets coöperated with the Commission by instructing the 35 ward superintendents to make an official count of the dead trees in the parkways. This census shows that there are more than 3,000 dead trees stand-



A STREET THAT WILL BE TRANSFORMED WHEN PROPERLY PLANTED WITH TREES

fasten any rope, wire, sign, poster or hand bills to them, nor interfere with any guard put up to protect the trees.

Gas companies, upon notice, must repair any leak in their gas pipes that may endanger the trees in the parkways.

No stone, cement or other material shall be permitted in the parkways which may endanger the life of trees in such parkways. An open space not less than two feet in width must be left around any tree planted in the sidewalk space.

Persons carrying on building operations must protect exposed trees in the streets with guards so that they shall not be injured.

Violations of the ordinance are punishable by a fine of not less than \$5, nor more than \$100 for each offense.

ing in the streets. In addition there are a larger number of trees which are partly dead and badly in need of trimming.

The condition of the city's finances was such that the only appropriation which could be made in the first year's budget was for the salary of a Forester and sundry expenses. Thus the work has been confined to the supervision and direction of private effort, the protection of existing trees and the collection of information regarding the number, location and condition of trees existing in the city.

In 1910 \$3,000 was appropriated for the trimming of trees. With this appropriation a total of 8,029 trees were trimmed at an average cost of about 15 cents, and 475 dead trees were removed at an average cost of 76.3 cents.

The department was immediately called upon to give advice to citizens planning the planting of trees and shrubbery in the parkways, and to consult with neighborhood and street improvement associations which desired advice on planting. These clubs also arranged for meetings of property owners, where an outline of the purpose and activities of the office were given in addition to information on street tree planting. Our efforts were next directed toward informing citizens, the police department and public utility corporations of the passage, purpose and contents of the ordinance, and to arouse an appreciation of the services

in the fact that it has had the money, the nursery and the man.

Lack of municipal control and planting regulations has imposed upon Chicago an unnecessarily large number of soft wood trees. Then, too, we find that elms, ashes, catalpas, Carolina poplars and cottonwood trees are mixed along the same street, varying greatly in size in the same block; and this treatment is not uncommon even in the choicest residence districts.

Stumps and dead trees have stood in the parkways for years, becoming an eyesore and menace to the public. Many of these trees were killed by gas leaks, while others have



VIEW OF YOUNG TREES AND GUARDS IN WASHINGTON

this new department could render our citizens.

Realizing the vast importance of this work, the extent of territory covered, and the unlimited possibilities, I was determined to fortify the office with as much available information on city tree work as could be gathered. To this end the foresters of a number of cities courteously gave me invaluable information and suggestions.

A hurried trip was made to a number of these Eastern cities where invaluable information and suggestions on city forestry work were found available and courteously supplied.

Washington, of course, affords the best opportunities for the study of city street tree work, and the secret of its success lies

been outrageously mutilated by careless and indifferent citizens and the various public utility corporations. Those dead, dying and unsightly trees have in many cases discouraged and prejudiced our citizens against the planting of new trees, and they have become indifferent and unappreciative of the beauty and comfort to be enjoyed in well planted streets.

A series of instructional pamphlets was printed for free distribution, the first outlining the inception of the movement and the ordinance. The second (*The Call for Trees*) attempts to tell how trees make a city more beautiful, healthier, wealthier and stimulate civic pride. The third is intended to impress our citizens with the existing barrenness of certain streets, and the causes which have combined to bring about these

conditions; it suggests preventive remedies and directions for the proper removal of dead trees and the trimming of unsightly ones. The fourth gives some idea of "What, Where, When and How to Plant." And the fifth helps for the city beautiful—tells how to make "Gardens in Windows, on Porches and in Front and Back Yards." These pamphlets, hurriedly compiled, have neces-



**VIEW OF TREE BEING PLANTED CORRECTLY**

sarily been brief. The demand for them has been so great, however, that a second and in two cases a third edition has been printed.

Our newspapers have given this movement their hearty support. Our police department has acted promptly in reporting and prohibiting violations of the ordinances, and the telephone and electric light companies have coöperated by printing their own permit forms as recommended by the department. On the back of these forms the following instructions are printed:

1. This permit expires sixty (60) days from the date of its issue.
2. Do not injure or remove any guard placed to protect any tree.
3. Do not allow any of the Company's wires, cables, insulators or other device for holding the same to come in contact with any tree.
4. Always make a clean cut.
5. Cut branch off even with and parallel to its main branch.

6. Tear no bark loose from living parts of tree.

7. Remove no branches other than those absolutely necessary to clear the wires and cables, and leave the tree in a suitable shape and condition.

8. Cover the cut or wound with pine tar, white lead or yellow ochre.

9. As soon as work is completed, the foreman will sign and date this permit in the following space provided for this purpose, and return the permit promptly to the Superintendent of Outside Plant, 227 Washington Street.

The coöperation of private citizens in removing dead trees is solicited by postal cards, reading as follows:

"A complaint has been made to this office, that a tree fronting

is dead. This tree is liable to fall at any time, especially during a storm. It is a source of constant danger to passers-by; besides being an unsightly object and a breeding place for insect pests destructive of living trees.

"You are therefore notified that this tree should be removed without delay. The Commission is confident that it is only necessary to call your attention to this matter in order to insure prompt action on your part.

"Any instructions desired as to removal of tree will be given by calling at this office, or telephoning Main 447."

All permits issued by the street department for the moving of buildings along the streets must first be approved by the City Forester and where trees are in danger of destruction the permit is revoked.

Many of our improvement associations and women's clubs have arranged for lectures on city tree planting. These talks usually are given in the evening, and are instructional rather than amusing. During the year 1910 about 75 of these illustrated lectures were delivered before improvement associations, women's clubs and the public schools. During the Chicago Flower Show of Nov. 2-7, 1910, an illustrated talk on municipal gardening and street tree planting was given every evening.

During the past two years there has been a remarkable growth of interest in the planting of trees in Chicago and its suburbs. Several improvement associations have planted trees in large numbers, as have also public institutions and private citizens. In every case we have made a survey of local conditions, and have recommended the proper varieties. Last year 385,000 catalpa speciosa

seedlings were planted by the children of Chicago. These were supplied to them at a cost of one cent each. After making many inquiries I feel safe in stating that this planting was so carefully done, and the seedlings were so well taken care of, that at least eighty per cent of them survived. Facts have come to my attention showing that the little trees suffered from altogether too much care. In one case a little boy five years old was so intensely interested that he pulled his little tree up by the roots each day to see how much it had grown. In another case a little girl picked off the leaves from her own little trees and pressed them in a book. This affection was disastrous to the little trees, of course.

This year 300,000 Russian mulberry seedlings were planted, and I am sure each child took a great interest in its own little tree which it planted or helped to plant, and that it will afford these children great pleasure to see the tiny tree grow and that they will feel proud of their share in the

celebration of Arbor Day. But the planter's interest does not stop here, for long after its happy childhood days are over it will eagerly watch the returning buds each spring, and when it sees its own children play beneath the spreading branches of the tree it planted the full meaning of tree planting is realized. This tells the story of why I have encouraged the wholesale planting of penny trees by the children on Arbor Day.

The appreciation of things useful and beautiful should begin at home, and become a part of our every day life. Thus, with our residence streets well planted with the proper varieties of trees, the young can grow up knowing, respecting and appreciating the tree for its usefulness, learn to admire its beauty of form and color, and in this way we may instill a patriotism that will mean a love for the home and a love for the city.

The tree in the city repays a thousand fold every bit of care and attention bestowed upon it.

# An Ideal Sanitary Bakery

By W. R. Williams

Secretary Geneva Chamber of Commerce

There is a very interesting industry now being installed at Geneva, N. Y., under the name of the "Geneva Baking Company." Its slogan is to be the one word "Cleanliness," and it seems to promise every success from this standpoint.

Inasmuch as this plant is located outside the business district and away from the manufacturing part of the city, it is removed from the one great horror of smoke. The building is 90 by 55 feet, with 18 foot ceilings, and has 39 windows, each 8 by 4 feet. This in itself is evidence of their idea of getting ample light in the shop, making it one of the most ideally lighted plants which it has ever been the opportunity of the writer to visit. The management has worked from the beginning upon the theory that "light is life," and they consequently

have a building most excellently adapted to the purpose for which it is intended.

An interesting experiment in connection with this building has been established in a practically daylight proof room, a room 10 by 20 feet, having light on two sides with 160 square feet of window space. In addition to this the management has installed complete ovens and up-to-date machinery, and, with their intention of providing freshly laundered uniforms for all workmen once each day, it seems to the writer that this industry should prosper from the beginning.

This is a wholesale bakeshop that desires to give to the public as nearly a perfect loaf of bread as it is possible to make, and in order to do this automatic machinery has been installed. These machines practically



PLANT OF GENEVA BAKING COMPANY

do all of the work, from mixing the dough until it comes out of the molding machine into the pans and is ready for the ovens.

Their one great hobby will be an invitation to the public to inspect their place of business at any and all times. Many such industries advertise an invitation to visit their establishment at stipulated hours upon certain days, but the invitation in this case will be open to acceptance at any and all times of the day and night without notice. This certainly indicates a daring upon the part of the management which is admirable to say the least, and they should shortly build up a business of which not only they but the City of Geneva will be quite proud.

The writer, in talking with the management of this company, was impressed with

the earnestness shown in the desire to demonstrate to the public that a baking plant more sanitary than one made possible by good housewifery can be established with the proper mechanical appliances and ideally conducted plant. It is the intention of this company gradually to demonstrate to that portion of the public not now buying their bread of bakers that it is to their interest carefully to investigate the sanitary superiority of bakers' bread.

While this plant has been in operation less than a month, they are baking over 2,000 loaves daily and are shipping as far west as Buffalo, New York, and from present indications inside of six months it will be necessary for them to put in another oven.



INTERIOR OF PLANT OF GENEVA BAKING COMPANY

# Penny Lunches in Milwaukee Public Schools

By Mrs. Duane Mowry

President Woman's School Alliance of Wisconsin

Milwaukee, like other cities, has many public-spirited and philanthropic women who are devoting much of their time and energy to advance the best interests of the city. Numerous women's clubs and other organizations have been formed from time to time for the purpose of coöperating and working with the civic bodies and the school board to attain the best results in city and school government.

Not the least among such organizations is the Woman's School Alliance of Wisconsin, which was organized in 1891, having for its object the improvement of the sanitary and moral condition of the public schools. This was to be accomplished by the regular, systematic visitation of the schools. School visitors were appointed, two for each district, and a monthly report was carefully prepared and sent to the Board of Education. Standing committees were appointed and were known as School Visiting, Sanitation, Industrial Education, Parental, Social, and Art.

The reports of the several committees appointed to visit the schools were first submitted to the Alliance. From these reports the Alliance formulated a report and sent it to the school board to be acted upon by it, if, in its opinion, the subject matter submitted justified action. Much good has been accomplished in this way, as many needed reforms have been brought to the attention of the school board, which would otherwise have been overlooked. It is conceded that women, especially mothers, have more time to devote to these matters and have a much better insight into the needs of children. The Committee on Sanitation, for instance, brought to light many deplorable conditions in the school buildings, affecting the health of both pupils and teachers. They were at once rectified by the school board.

All of these committees worked in harmony for many years, and much substantial good was accomplished through these visits and investigations. In November, 1904, a departure was made, and a system of penny lunches was started in the public schools of Milwaukee under the auspices of the

Alliance. The idea was suggested to the ladies by one of the aldermen, Hon. John McCoy. The suggestion was approved by most of the ladies, but the great objection to it was the lack of sufficient funds with which to carry out the plan. In order to try out the scheme Mr. McCoy generously offered to finance the movement in its inception, and gave \$200 for that purpose. To this sum other donations were added, but no funds were solicited. Philanthropic persons, churches, societies, clubs, etc., were among the contributors.

Three centers were opened in November, 1904. The first was opened in the School for the Deaf, and the two others were started where the local conditions seemed most to demand them. These centers were not in the school buildings. They were in charge of women who lived near the schools and who were willing to cook and serve the lunches in their homes.

A new committee, known as the Penny Lunch Committee, has been added to the Alliance. This committee has full charge of the buying of the foods necessary for the lunches and of the serving of the same. It has always been the intention of the Alliance to establish these lunch centers only where they are most needed, in the poorer districts, where the mothers as well as the fathers work out by the day, and where, in many instances, the mothers have neither the time nor the means with which to furnish suitable food for their children. The results of the penny lunch movement in Milwaukee show that there were very many ill-fed and poorly nourished children cared for. In some of the schools where the penny lunch has been installed it has been reported to the writer that there has been a marked improvement noted in the scholarship of the pupils. There has also been an increased regularity in the attendance at school. The principals of these schools say that these improved conditions are due almost entirely to the work accomplished by the lunches.

The work has steadily increased. At present there are nine centers located in different parts of the city. The cooking

## THE AMERICAN CITY

and serving are now done in the school buildings. Each center is in charge of a matron who is paid one dollar per day for preparing and serving the lunches.

The centers are maintained by voluntary and solicited contributions, by the net proceeds of lectures, entertainments by civic societies and by the Alliance, etc. Two operettas have been given under the auspices of the Alliance for this movement out of which nearly \$2,500 was realized. A large sum has been obtained from card parties. The Milwaukee public seems to be in strong accord with this movement.

The cost of maintaining these centers last year was \$1,329.74. The number of lunches served during the year was 39,236. Every child who is able to pay

with which to finance them. Other territory must wait. A suggestion was made some time ago that the County Board of Supervisors take charge of the movement and finance it. But it was thought by some that it would be unwise. It was urged that it would encourage parents to be indolent and to shift the responsibility of caring for their children on the municipality. Perhaps, but it seems pretty hard for the innocent little ones. It is hoped that the state or the municipality will appropriate a certain amount for the maintainance of the penny lunch system in Milwaukee. The great problem to be solved is the manner of helping the children without impairing parental responsibility.

By way of comparison, it may be stated



PENNY LUNCH IN 12th DISTRICT SCHOOL

is required to give one cent, and is furnished with all the soup and rolls he can eat. The results have been very satisfactory. They show beyond doubt that there was need of these lunch centers, as some of the children have been known to eat five large rolls of bread and four bowls of soup at one time. The menu is slightly varied, but most of the time it consists of soup and rolls. Occasionally a dessert or sweetmeat is added, as at Christmas time. The amount received from the pupils last year in pennies was \$308.78. There are from 25 to 40 children served at each center.

As these centers increase in number the Woman's School Alliance finds it more and more difficult to maintain them. Investigations have established the fact that many more centers are needed. They have not been installed because there are not sufficient funds at the disposal of the Alliance

that in London there are five voluntary relief associations which spend upwards of \$35,000 yearly for the underfed children. These societies work in conjunction with and under the direction of the London School Board. The associations find it difficult to meet the needs of the children because of the great demands on them and the difficulty of securing sufficient funds. Manchester maintains seven municipal school penny lunch centers. Birmingham has a very carefully worked out system of providing underfed children with food. At schools only the very destitute are cared for, and the food given them is the minimum quantity and quality that will enable the children to do the required work.

In nearly every part of Germany provision is now made by governmental officers for the feeding of children whose parents are not able to give them the required supply necessary to do good work.

The hope is cherished in Milwaukee that the penny lunch will, in the near future, be conducted on a much larger plan, whereby good, wholesome meals, including meats and vegetables with a dessert, will be served, and where table manners will be taught every child. Our Socialist mayor, Hon. Emil Seidel, has taken a deep interest in the public school children of Milwaukee, and is doing very much to better their condition. The best results could be obtained if the municipality would take

charge of the penny lunch system and conduct it on business lines entirely. It ought to be done in the public interests. It has been demonstrated that it is impossible for a single organization in a large city to maintain a system adequate to the actual needs, even with the help of numerous other societies and philanthropic people. Nevertheless Milwaukee is not ashamed of the splendid record that has been made in doing something definite and worthy along this line.

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# The Lockport Proposal

## A City That Wants to Improve the "Commission Plan"

By Richard S. Childs

Commission government had its beginning as a temporary device. The first commission in Galveston was appointed by the governor, and no thought of making it elective entered into the minds of its designers. It became elective unexpectedly by virtue of a decision of the courts which decreed that the continuation of an appointive government was unconstitutional.

Despite the fact that the elective commission government thus came into existence wholly by chance and without design, it proved good enough to be widely copied in practically the original form, plus the Des Moines additions; and the latest figures show that it has been adopted by about 140 cities, with a total population of nearly 3,000,000. There has been much study of the plan, and much examination by political scientists into the basic reasons for its success. Cities, however, have been so afraid to tamper with a plan that was giving such superior results in efficiency and democracy that they have almost universally made slavish copies of the Des Moines plan.

Despite its overwhelming success the commission plan is not considered flawless or even altogether scientific. It has developed in practice some faults traceable to the incorrectness of some of the minor principles involved.

Last fall the city of Lockport, N. Y., had

a charter revision commission at work, and when it developed that the commission was to do nothing but trim the edges of the old charter, the local board of trade began to agitate for commission government, and produced a bill applicable to any third class city in the state, Lockport included, for an improved commission government plan.

In most of the fundamental features the bill has attempted to make a combination of the best existing commission government charters. The powers of the city are vested in a board of five men elected at large for four years and subject to recall after six months on a 25 per cent petition. The candidate receiving the largest number of votes takes the title of mayor, has a few special duties under various state laws, but otherwise has no special powers. He is chairman of the commission or council, as it is called, but has no veto power. There are no other elective officers. Regarding this feature, the pamphlet of the Lockport Board of Trade makes the following statement:

"The basic merit of the commission plan, and the one that is responsible for its unquestionable success, is that it is a workable form of democracy. It can be operated easily by the people without the aid of political machines, which under the old form are an indispensable arm of the government. The short ballot—only five to elect, all of them important and conspicuous—is the gist of the plan. It is so short that the people

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are not tempted to rely on ready-made 'tickets,' but each voter puts together his own pet ticket without help from professional ticket makers. Likewise the candidate has no incentive to seek the ticket makers but simply goes directly after the votes, and, when elected, has no one to be grateful to but the voters.

"There are no obscure elective offices. Every one is important enough to be brilliantly illuminated by the concentrated spotlight of public curiosity and interest.

"In this environment the people know exactly what they are doing on election day. The people are all 'in politics,' are all complete 'politicians'!"

The first and broadest improvement over the Des Moines plan is the separation of the representative and administrative functions by the creation of an appointive chief executive called the city manager, who presides over all departments and is himself the servant of the commission, holding office at their pleasure.

Political scientists have long deplored the unique and unsuccessful American custom of putting upon the people the difficult work of selecting men who are to do technical, administrative or executive work. Most men are ready to admit that the people are not in a position to select the best city engineer or auditor, but look with complacency upon the struggles of the people to select men of executive capacity who can administer complicated city departments, enforce harmony and discipline, secure loyal coöperation, and produce results from a business standpoint. The task of selecting the latter is harder than selecting the former. The choice of an administrator is not a matter in which the gathering of many judgments is valuable. The intensive investigation into the qualifications of candidates for such positions by a few men who are to be responsible for the performances of the person they choose is more likely to prove satisfactory.

The Des Moines plan, which makes each member of the commission *ex-officio* the head of one of the five departments of the city, makes it probable that the people will elect good representatives and poor administrators, or good administrators and poor representatives. It is rarely likely that the man in the city who is best qualified to administer a department of public works, for example, will also be one of the five best vote-getters! The rule laid down by Fiske years ago is unquestionably sound: "For representation, elect; for administration, appoint."

The Des Moines plan also is faulty in that the commission must entrust the execution of its orders, not to a servant of their own choosing, but to a coördinate elective officer who may not agree with the policy involved, and who can distort the orders in carrying them out, without fear of punishment or removal.

The Lockport plan, which provides that the commission shall execute its policies through a hired administrator, leaves to the commissioners simply the function of telling their city manager what the people want, and seeing to it that he carries out their orders in the spirit in which they are issued. On this point the Lockport argument is somewhat less theoretical, but equally sound:

"The chief improvement in this act over previous commission plans is the creation of this city manager, thus completing the resemblance of the plan to the private business corporation with its well-demonstrated capacity for efficiency. This gives the highly desirable single-headed executive in place of the five-headed western system where each member of the 'commission' or council becomes head of a city department. It dispenses of the confusion of responsibility inherent in the western plan where the board as a whole is responsible for all departments and each commissioner is also responsible for his own.

"This improved plan also frees the people from the necessity of trying to gauge the fitness of candidates to do executive and technical work as department heads. The people can elect true representatives, labor men for example, men who are typical leaders of numerically important elements of the population, and, as they will only direct policies and will not personally execute them, the efficiency of the departments is less likely to be interfered with. Likewise the departments will not be subject to demoralization by needless changes of their executives, nor will they be at the mercy of the ignorance of some man who is elected on, say, a franchise issue and finds himself obliged to learn and direct the details of city finance or street paving.

"The list of available candidates is widened immensely by the fact that the commissioners (aldermen) are not to be obliged to abandon private careers for what may be but a single term of office at the head of an unfamiliar and perhaps uncongenial department. They simply represent the people, at the city hall, with power to review, criticise, question and direct the work of the city manager, who is their creature. Those are conditions which will be attractive to the ablest brains in the community, regardless of the small salary."

The city manager idea is of course not original with the Lockport people, but is

copied from the German system with its appointive mayor. In Germany there are professional mayors, who, having made a success as chief executives in a small city progress upwards by being hired by a larger city at an advance in salary. They are experts in administration, but have, of course, no original powers, being always subject to the direction of the council.

There are several interesting minor features in the Lockport proposal. The ballot is non-partisan, and there is double election, as in Des Moines. Nominations for the primary election, or weeding-out contest, may be made by petition, as in Des Moines, the requirements as to the number of petitioners being somewhat enlarged. As an alternative, a candidate may nominate himself by depositing \$50 with the city clerk, who thereupon must put his name on the official ballot. If he receives at the election "a number of votes at least equal to fifteen percentum of the number of votes cast for any candidate elected" his money is returned to him in full, and his nomination has cost him nothing except the interest on \$50 for a few days. On the other hand the candidate who gets up a petition must expend considerable money and energy with no hope of recovery. This "nomination by deposit," as it is called, like the city manager idea, is not original, but is borrowed, in this case from Canada. It is based on the theory that the real check on reckless nominations is the expense and trouble involved, and that as an index of public opinion, petitions are a joke.

The deposit is not required till the time when the ballots must be printed, a few days before the first election. By that time the campaign is almost over, candidates have some idea what their hopes are, and will voluntarily withdraw from the contest rather than risk losing their deposit. This gets the "tail-enders" out of the way, and prevents some scattering of votes. A candidate nominated by petition has no such incentive to retire, even if his fight is hopeless.

Another interesting minor feature is the plan by which responsibility can be exactly located in the commission. Recognizing that the commission might choose to remain silent on a matter in which the citizens were interested, and by this silence balk efforts to hold individual members responsible, the citizens are given the right to present at any meeting of the commission a printed motion which must be acted upon by the city council within fifteen days. Failure to vote on this, as on other matters, counts as a negative vote.

Although the Lockport proposal has not been put into effect by an all-wise legislature, it has aroused much comment, nearly all of it favorable, and is likely to be copied by some city sooner or later whether Lockport is ever able to get it or not. With minor amendments, the Lockport proposal has been the official bill this year of the New York Commission Government League, and is likely to be the one that New York will ultimately adopt for its cities of under 50,000 population.



# Town and Village

## The Doom of *Culex Pipiens*

It seems hardly a titanic task to get a community of about 700 householders (not population, mind you) interested in ridding itself of the pestiferous mosquito. The task was tackled by the Board of Health of Glen Ridge, N. J., last March with a result that is more or less encouraging according to the way you look at it. Although only about fifteen per cent of the dwellings in the borough were represented in the responses received to the circular sent out it seems likely that by starting soon after the first of the year the next campaign may result in the disinfection of every cellar in the community. It is interesting to know how the Board of Health went to work in this matter.

The first page of the circular issued in March presented the matter squarely in clearly displayed sentences:

"Will YOU assist to rid Glen Ridge of mosquitoes?

If the mosquitoes were merely an annoyance it would be worth one dollar and fifty cents to do away with the pest.

The mosquitoes are a greater danger than they are an annoyance.

Glen Ridge can be rid of them—if everyone will help—if YOU help.

Do not read page 2 unless you WILL help."

Then of course everybody did read page 2, which was headed "The Mosquito—Our Problem," while the opposite page began "And How to Meet It." Page 2 showed from the report of the New Jersey Agricultural Experiment Station that the ordinary cellar often furnishes ideal conditions for the mosquito mother to pass the winter and for her 400 possible offspring to live when the warmer days come. Pages 3 and 4 dealt with the method of extermination, and appealed to civic pride to reduce this pest to a minimum by killing every mosquito (*culex pipiens*) seen in the house during the spring, by painting screens with citronella oil, keeping premises free from stagnant water, closing rain barrels and cisterns, and by having cellars fumigated with vaporized "culicide," made of equal parts by weight of carbolic acid crystals and gum camphor. Three ounces of culicide is sufficient for every thousand cubic feet of space, and may

be volatilized in a simple apparatus over an alcohol lamp placed on some non-inflammable material such as bricks in a tub of water.

About 110 people responded to the appeal. Some of the householders replied that there were no mosquitos in their cellars as the openings were well screened. A few of the people attended to the disinfection themselves, but the majority indicated on the printed postal accompanying the circular that they desired to have the Board of Health assume the responsibility of the fumigation at the nominal expense of \$1.50 per house.

Such cases were promptly attended to by the local plumber employed by the Board of Health. Each cellar disinfected was kept closed for three hours. Herein lay the greatest difficulty—that of making the cellars reasonably tight. Many of the older houses had openings between the plastered walls and the outside sheathing which led directly to the attics. It was practically impossible to stop up these openings, and consequently a large part of the vapor went to the upper part of the house without any appreciable effect on the mosquitoes. In the houses fumigated by the Board of Health newspapers were spread to catch some of the murdered mosquitoes. The exhibits in some of the houses were very interesting. Thousands of mosquitoes were killed, but many other thousands are still enjoying their wonted diet of commutes.

The Board of Health will keep watch of the breeding spots throughout the summer, and all places where water is standing will be filled, drained or oiled. A beginning has been made. The fact that many people have discussed the matter of mosquito extermination counts for a good deal, and makes it easier to renew the war next season.



## The Beginning of Houston's Transformation

The civic awakening of Houston, Tex., is showing in the transformation of the banks of the bayou. Tons of rubbish have been removed by the men employed by the Chamber of Commerce, the banks have been terraced, and flowers have been planted.

The scum on the waters of the bayou was a problem until Mr. Pottinger, who is in charge of the cleaning force, constructed a pontoon bridge, which acted as a dam, and caught the scum that came floating up stream with the incoming tide. This was cleaned off, and that which was brought down with the outgoing tide was also removed.

The Chamber of Commerce has sent out cards urging people to clean and beautify their back yards. This is all preliminary to the general improvement of Houston. The model city idea has laid hold of the people, and they are planning for the growth of the far distant future as well as for the comfort, beauty and health of today.



#### A California Club

The Ladies' Improvement Club of Porterville, Cal., was started in the spring of 1907 with a membership of fifteen. One especially interesting thing about this club is that it entered upon life as an auxiliary to the new Chamber of Commerce. Considerable interest has been expressed of late in the effectiveness of such alliances, and their value is being proved in a number of places. When either men or women get together in any good cause there is occasion for rejoicing, and when both men and women unite to further the public good, "unity" and "coöperation" become vital watchwords. The Ladies' Improvement Club of Porterville is justly proud of its present membership of 95 and its standing in the community. The liberal patronage bestowed on its undertakings gives evidence of the public appreciation of its object—the beautifying and general improvement of the city.

The first efforts of the club were directed towards the school grounds. Lawns were made, and flowers and shade and ornamental trees were planted. The school trustees were interested in caring for the grounds, and the teachers gladly coöperated in seeing that papers and rubbish were not allowed to litter the yards.

Then came the appointed clean-up day, when the club hired men and teams to haul away trash, tin cans, etc. After that it was easy to get everybody interested in the prize contest for the neatest and prettiest back yards. The club put up hitching racks in

convenient places for the use of people driving in from the country. Besides this it gave money to the public library for books and to the park for needed improvements, and looked after several cases of deserving charity. This year the park has been placed in the care of a committee of the Improvement Club. That seems to us a tribute to efficiency.

It has taken a good deal of money to accomplish all this. Funds have been raised by membership dues, by giving suppers and dances, by a tag day and by assisting in staging plays and comic operas. But the basis of this club's success is the coöperation that resulted from a wise sequence of efforts. Everybody is interested in the schools, and it is a good plan to let the improvement work begin with them, as was done in Porterville.



#### More Good Things About Greensboro

Last month we heard some of the good things that the civic department of the Woman's Club of Greensboro, N. C., has done. This active club is only eight months old. It has adopted the familiar motto "Keeping everlastingly at it brings success," and it intends to keep on fighting for cleanliness in streets, buildings and food until the good habit is fixed. Conditions around the railroad yards, the Southern passenger station, the meat markets and the grocery stores are bettered, but they are far from right yet.

There is a junior civic league in Greensboro, and last year a business man of the town offered prizes for the best three essays on "The Object and Purpose of the Junior Civic League." The winner of the first prize read her essay from the stage on National Civic Day. Other business men offered prizes for the best kept lawn, the cleanest sidewalk and driveway, the prettiest bed of flowers, the cleanest back yard, etc., five or six prizes being offered for the same thing.

The civic department is working hard for medical inspection in the public schools and for an incinerating plant for Greensboro. Through the club extension committee of this one department a number of other towns have become interested in civic improvement, and may organize such work.

# Gleanings

## The Boston Smoke Law

The *New England Magazine* claims that the Boston smoke law is succeeding in abating the smoke issuing from locomotives and factory stacks without hardship for the owners of the stacks. The smoke inspector has not brought offending owners and engineers into court to pay fines; he has taught firemen and engineers how to fire their boilers scientifically. The public service corporations, which were exempt under the old law, are complying with the

only an investigator and instructor, but a prosecuting attorney where violations of the smoke law occur, which he detects by the use of the Ringelmann smoke chart. He is a practical engineer, and understands the various kinds of boilers and furnaces and the problem of fuel. He engages in no other business.



## Young Boosters for a Chicago Beautiful

Here are some of the boys that are working to improve a Chicago alley under an



THE BOYS OF THE ALLEY "L" CLUB, CHICAGO, ARE FOR CLEAN STREETS

new conditions. The railroads are taking steps, by instruction of firemen and in other ways, to meet the law, which gives time and encouragement to make the necessary changes.

The law classifies stacks according to their inside diameter, and the small stack is more restricted as to the density of smoke which it may emit. Marine stacks and locomotives, which are operated under conditions which make it less easy to prevent smoke, are not placed under the same conditions as stationary stacks. The inspector is not

elevated structure. Bohemians, Poles and Americans forget the race-gang spirit, and work together in friendly rivalry. Their equipment of hoes, rakes and shovels came from the children's gardens, and with the help of a small express wagon the tin cans and other rubbish are soon collected in piles to be hauled away in the city wagons. Each one of these boys of the "Alley 'L' Club," pictured in the *Improvement Club News*, is not only kept out of mischief himself, but becomes "a positive force in his neighborhood."

### Houston Saves Money

The new municipal auditorium at Houston, Tex., seating about 7,000, was built at a cost of \$300,000 without taxation or bonding for the purpose, entirely out of money saved from the general revenues of the city. This illustrates the way in which commission government creates a spirit of co-operation between the city officials and progressive organizations. Houston, with seventeen railroads and an excellent situation, had no convention hall to accommodate the thousands of visitors that might be induced to meet there. When the commissioners realized the advantage of such a building, they unhesitatingly went to work to provide it.

The Birmingham Ala., *News* says:

"Houston couldn't pay its honest debts under the aldermanic system, creditors being glad to compromise for 80 cents on the dollar. To-day it is not only meeting all its obligations promptly, but is finding it possible to expend hundreds of thousands of dollars for public improvements. At the same time the tax rate has been reduced from \$2.00 to \$1.70, and the commissioners are working to cut it down to an even dollar, this in the face of the fact that all street improvements must be paid for by the city and not by the property owners, and the further fact that Houston has no such license system as is in force in many communities."

### Civil Service Reform in Cities

In the *American Club Woman* Rebecca R. Judah gives the history of civil service reform in this country and shows the relation of educated women to this cause:

"The important work to be done is to educate our young men and young women to a realization of their responsibilities as citizens, and to have placed upon every governing board and investigating committee of state and city institutions an educated woman."

The states and cities have not kept pace with the federal government in the acceptance of "the new morality," which, meaning so much in the largely clerical government service, would mean much more in cities "where the appointive positions influence the health, the morals, the education and correction of all citizens."

"It is immoral to turn from office policemen who keep the peace, firemen who faithfully fight fire, health officers and inspectors who earnestly work for decent living conditions, jailers who turn breakers of the

laws into decent citizens, keepers of asylums who minister tenderly and scientifically to the unfortunate defendants, teachers who are educators, and put in their places men without qualification other than partisan service, thus by so doing crippling the service, defeating justice and causing needless suffering and humiliation to thousands."



### More Ornamental Trolley Poles

Here is one of the trolley poles in Elm Park, White Plains, N. Y., as shown in *Suburban Life*. It is covered with Dorothy Perkins roses, which are beautiful in form and color and vigorous enough to produce shoots 25 feet long in a single



ROSE-COVERED TROLLEY POLES.

season with only ordinary cultivation. The photograph was taken on the Fourth of July when the blossoms were most luxuriant.



### Fire Fighting in Oakland

A recent number of *Pacific Municipalities* describes "Oakland's High Pressure Auxiliary Fire Service System."

It is necessary to use sea water from the artificial Lake Merritt, located in park lands about half a mile from the business center. The pumping station is of reinforced concrete with a tile roof, and constitutes an ornamental park building as

well. Gas engines and multi-stage turbine pumps are used. The flush hydrants are one of the unique features of the plant. Each is in a concrete manhole at one side of the main and below the street surface, and has a cast iron cover which can be lifted with ease by two men. Any part of the hydrant can be repaired or removed without disturbing the surface of the street. Other advantages are also obvious: collisions of vehicles with the hydrant are avoided, as well as the danger which often occurs in using a post hydrant behind a curb at a street corner when there is a fire in an adjoining building.

A superintendent and two engineers operate the pumping plant. When an alarm is received the engineer waits for orders before starting the machinery, since the fresh water facilities are used as long as sufficient. A sudden drop in the pressure gauge shows the engineer that a hydrant of the auxiliary system has been opened, and he starts one of the pumping units. When the capacity of one unit is approached another is started.



### The Merit System

At the annual meeting of the National Civil Service Reform League held in Baltimore in December the report of the committee on the Application of the Merit System to the Higher Municipal Offices urged the extension of the competitive method to the filling of all purely administrative positions in municipal government. This report and others are given in *Good Government*.

The new Boston charter, which requires definite approval by the civil service commission of appointments by the Mayor for heads of departments, "is the nearest approach to the application of the merit system to the higher municipal offices which we have yet had." It is too soon to judge of the success or failure of this experiment, but it has at least aroused much interest in the effort to take the higher municipal offices out of politics. New York, Chicago and Kansas City all furnish examples of selection of municipal officers through competition.

Small cities should not be neglected in the campaign for the merit system. Public opinion needs education there more than in the larger municipalities, because

in the smaller cities "office holding is a more intimate occupation," and corruption and inefficiency are often greater. Great care should be taken in preparing examination questions. Administrative officials should be experts upon whom the Mayor may rely to carry out the policies determined. Their service should offer opportunity for a career, which will not be possible until such offices are taken out of politics.



### Police Dogs

The April *Review of Reviews* tells about "The German Police Dog and What He Does." After thorough investigation and experiment the German government has provided 400 police stations with police dogs. Japan recently sent a commission of dog experts to study the police dog system with a view to adopting it. Shepherd dogs and some kinds of terriers are the best for the work. Their training is difficult and tedious, and the public needs to be trained also if the dog is to be made efficient, since "an inconsiderate and curious crowd is the worst enemy of the police dog and the best ally of the criminal."

"Simply marvellous must have been the intelligence of the police dog which, not long ago, met a crying little girl in the street, took the scent from her, went back on her track, and a few minutes later returned with the dollar that the little girl had lost. Another dog brought about the arrest and conviction of a safe-blower who had left no other trace behind him than a few matches that he had lighted."



### The Brooklyn Children's Museum

The Report of the Librarian of this active institution says:

"This museum may be considered unique because there is no other devoted primarily to children, in which a whole building is set apart for the purpose of interesting them in nature, in the history of their country, in the customs of other countries, and in astronomy and physics, by means of mounted specimens, attractive models, naturally colored charts, apparatus, and finely illustrated books. It was started ten years ago and is now so successful that many of the children by frequent visits look on it as their own."

"The collections now fill eleven exhibition rooms; the lecture room is often overcrowded so that the lecture has to be repeated again and again; and the space set apart for the library has long been taxed to the utmost. The number of visitors is steadily increasing, and numbered 14,637 in

the month of February, of whom 4,925 made use also of the library. In almost every room there are small aquaria or vivaria, and the history room contains small models of the homes of primitive peoples. The library contains now about 6,000 volumes, and consists not only of children's books, but of the best recent books on natural history in its broadest sense.

"The library thus supplements the museum by (1) providing books of information for

the museum staff; (2) furnishing to visitors information about the exhibits; (3) offering carefully-chosen books on almost all the subjects of school work. The collection is for reference only, but a constant effort is made to foster the reading habit. The museum provides daily half-hour talks, illustrated by lantern slides, the subjects being selected with relation to the school program. The museum has considerable loan material for the benefit of public and private schools whenever desired."

## With the Vanguard

Buffalo is to have small parks in all the congested districts of the city.



Several cities have adopted the plan of labelling all trees on public property, so that children, and grownups too, may become familiar with the different varieties which flourish in that locality.



Fifty mould-poured concrete houses, the first of their kind to be erected near Chicago, are to be put up west of Wheaton by E. A. Cummings & Company. They will be of solid concrete, with no wood except the doors and window frames. It is said that from the time excavation is begun five weeks is ample time to complete such a residence.



This is what Dr. Talcott Williams of Philadelphia says about the school city, described at length in our April issue:

"The school city follows a sound principle. It develops by imposing responsibility. It relates the teaching of institutions and of civic life to the daily life of the pupil in the schoolhouse and elsewhere. Like the kindergarten and manual training, it educates by employing the normal and personal activities of the student for education. It trains not by precept but by action."



Readers of the AMERICAN CITY may recall our reference some time since to the Municipal Court of Chicago. Last year this court handled 137,571 cases by the work of 28 judges and at a cost of \$756,000, and kept up to its daily docket. The Chicago court plan has gone into operation in Cleve-

land, and is being considered in Philadelphia, Indianapolis and Detroit.



The Buffalo Chamber of Commerce and Manufacturers' Club has offered prizes aggregating \$220 for essays dealing with Buffalo and its various interests written by pupils of the public, private and parochial schools. The prizes range from \$1 to \$10. It is hoped in this way not only to make the young citizens fully acquainted with the advantages of their city but to give them an enthusiastic conviction that they must do all in their power to make the city bigger, better and more healthful.



We quote the Hon. Raymond B. Fosdick, New York City Commissioner of Accounts:

"My office has the duty and power of investigating any city department or any act of any city official; it is therefore a sort of bureau of complaints, which may be signed or unsigned. Every conceivable thing which concerns the city in any way may be referred to the Commissioner of Accounts, who is ready to act also as a bureau of information, a very necessary element in the city government. Letters addressed to this department will receive as quick a reply as possible."



From time to time we have called attention to the international visiting of English and German civic organizations to study the municipal development of both countries. The first American party of this kind is being planned by the Boston Chamber of Commerce, which has issued invitations to other civic and commercial bodies

to join a pilgrimage of 100 persons to visit England and the Continent to study city planning, education, recreation, the building and operation of docks and harbors, playgrounds, parks, etc. The Boston Chamber of Commerce has also invited the chambers of commerce of Europe to participate in the International Conferences of Chambers of Commerce of the world in Boston in 1912.



The Committee on Safety in the City of New York was organized in April. Its purpose is to work as hard and as permanently for fire prevention as the Committee on the Prevention of Tuberculosis is working against disease. It will find out what dangerous conditions actually exist, and will compare what is being done in New York to prevent fire loss with the better measures that may be taken, as demonstrated in other places. The public will be educated to understand the need and to demand through legislation a high standard of fire protection.



The Civic Progress League of Memphis, Tenn., had a free distribution of sycamore trees for street planting on April 15. The trees were given away in batches of three or more to owners of lots, who were required to sign cards promising to make use of the trees according to printed instructions on the cards. An inspection followed to see whether the promises had been kept. The sycamore is said to be the only tree that Memphis can rely upon for planting at this season, but next fall other varieties will be distributed.



The new housing code adopted by the City Council of Columbus, Ohio, is to be commended over all others in American cities in its regulation of the construction and use of dwelling houses as well as of tenements. Tenants of dwelling houses now have the same guarantee of healthful conditions as those which have been previously secured for tenement dwellers.

Among the other important points of the code may be noted the following: non-fireproof tenements must not be higher than three stories, and new buildings must have inside fireproof stairways instead of fire

escapes; wooden houses must not be occupied by more than two families; basements and cellars must not be used for living purposes, and a first floor so used must be at least two feet above the ground; rear tenements or dwellings are not allowed, nor are tenements permitted on streets that have no sewer or water pipes; and as the height of buildings increases over three stories the size of the yards and courts must increase proportionately.



Oakland, Cal., has a municipal museum containing collections which will be of great help to the Oakland schools. Twelve thousand articles are already on exhibition, each with a message of instruction for the student. The exhibit illustrating colonial life and customs is especially complete, and the various periods of California history are well illustrated. The museum is under the charge of the Board of Trustees of the Oakland Library. Daily lectures are given at the museum. As the work of the museum grows and the collections increase, a special building will be erected.



The proposed comprehensive plan for the city of Philadelphia may be considered in five parts: extensions and additions to playgrounds and small parks; 133 miles of parkways and boulevards; building, in connection with the parkway from the city hall to Fairmount Park, a city art gallery, a library, a convention hall and other public, scientific and educational institutions; a subway, and a new waterfront.

It will take many years and a vast sum of money to accomplish all this; the city must choose to do first that which is most needed—probably to secure the parks and playgrounds. With a guiding plan, various sidetracking blunders can be avoided.



The course of lectures given by the High School of Norwalk, Conn., furnish the students and the public an outlook upon the various activities of American social, civic, political and industrial life. Among the lectures given during the past year we note with interest the following: "Local Government in Norwalk," "The Cities of Italy," both by Dr. Edward H. Gumbart, Princi-

pal of the Norwalk High School; "The County and the Town," by Rev. Frank S. Child, D. D., for many years the historian of the county; and "Some Lessons in Civic Improvement," by Dr. Charles S. Macfarland, chairman of the High School Committee.



Seattle was a city built on many hills. Four years ago began the work of leveling those hills by washing them into the bay in order to remove the handicap of inconvenience in the business district. It would have cost between two and three times as much to shovel and scrape this dirt away as it will cost to complete the task of washing down the hills of the city with the lake and ocean water close at hand. About one-sixth as much water as Chicago uses daily for all purposes has been turned loose upon the hills each day, washing them down into great pipes which carry them out to the bay. By 1912 it is expected that the hills will all be pushed out of the way so that business may be done "on the level."



The idea of a "Know Your City" week that was carried out a few months ago in Trenton, N. J., ought to have a wide influence. It started with the Young Women's Christian Association, and met with the coöperation of the Chamber of Commerce, the Civic Improvement Commission, the Young Men's Christian Association, the Board of Education, the churches, hospitals, business firms and newspapers.

On Sunday special sermons were preached on civic knowledge and righteousness. Monday was educational day, when the public schools gave exhibitions of their industrial work, and the children gave exercises upon their city; there was a prize contest for the best essay on Trenton, and the Public Library held an exhibit of books, prints and autographs pertaining to local history. On Tuesday, which was civics day, there was a state convention on commission government, at which Hon. John MacVicar showed the results attained by the Des Moines plan. There was also an evening lecture by Mr. J. Horace McFarland on "City Ugliness," with slides showing what the camera had found out about Trenton. There was a children's welfare day besides two general welfare days, with

an address by Governor Woodrow Wilson on the duties of good citizenship.

The citizens were amazed at the exhibition of goods manufactured in their own city, for which the merchants surrendered their display windows to the local manufacturers. The people were startled at the conditions of ugliness, the high death rate from disease and accident—higher than that of New York, Chicago, Philadelphia, Boston, Pittsburgh, Cleveland, Buffalo and a number of cities nearer Trenton in population. Since these revelations the citizens have gone to work with intelligent coöperation to improve the Trenton which at last they know.



Over in Brooklyn some of the owners of vacant uptown lots have thought it necessary to fence off their property because nearby residents are in the habit of using the land as a place for refuse. The children who have been accustomed to play on these lots are disconsolate, especially as the appropriation for school playgrounds seems inadequate. Some of the more adventurous boys climb the fences, and still enjoy the privilege of the lots, but the majority of the children are kept out. One property owner in Brownsville has set a good example by inviting the boys in the neighborhood to play on his vacant lots.

"If the principals of the public schools would coöperate with the property owners, arranging for keeping the lots clear of refuse and seeing that the privileges should not be abused, it is probable that the children in these many sections would be kept off the street without resorting to expensively equipped playgrounds with salaried teachers to take charge, and thus the budget for next and succeeding years would be that much lower."



Three exceedingly interesting and valuable illustrated lectures on city planning were given at Columbia University during April by Mr. George B. Ford of New York, delegate to last year's International Housing Congress at Vienna.

The first of these lectures dealt with the physical formation of various cities throughout the ages and with the meaning and scope of city planning, with particular reference to its relation to congestion of population. The second lecture described the progress of Europe in city planning, and

the third showed city conditions and plans in America.

These lectures, given under the initiative of the Faculty of Fine Arts and Political Science, with the coöperation of the Academy of Political Science, illustrate the broad interpretation now given to the term "fine arts." They also indicate the opportunity possessed by a great university located in a city with plenty of illustrative material at hand, to direct the thought and interest of students and citizens to a proper grasp of this most practical subject.



The work of Mr. J. J. Levison, city forester for the boroughs of Brooklyn and Queens, and also forester for the "American Association for the Planting and Care of City Trees," indicates the ability to care for hundreds of thousands of individual trees, "all of which are in plain sight all the time, and most of which some citizen takes an almost proprietary interest in."

In Mr. Levison's office maps, photographs and records show the location and condition of every tree in the streets and parks of the two boroughs. While trained to handle trees in the mass for profit, the city forester must know how to deal with many species and with a great variety of local conditions. For economical reasons almost every planted tree must be made to grow, and this requires extensive experimental work. Then there is the supervision of the transplanting of extra large trees, scientific pruning, extermination of insects, detection and treatment of diseases, the fertilization of trees and their protection from any physical injury by mechanical devices, and the removal of dangerous and diseased trees, together with the education of the public. All these things can be accomplished only by good organization.



An event of greatest interest to officials of cities, contractors and manufacturers who sell goods to cities and citizens who are interested in the way their municipalities are run, is promised in the International Municipal Congress and Exposition in Chicago, September 18-30 next. Enterprising citizens of that progressive city have issued a call for all the students of city government to assemble at the congress for full discussion of the problems with which cities

find themselves confronted. In connection with this an exposition has been arranged at which the foremost cities of the world will exhibit features of their administration, and at which equally important exhibits will be shown by manufacturers of every variety of article used in the government of a municipality.

Besides Chicago many other cities will be represented, including Paris, London, New York (which will display its budget exhibit), Boston, Philadelphia, Cleveland, Toledo, Detroit, Des Moines, Denver, Memphis, New Orleans, Spokane and Seattle. There will be stereopticon views of Berlin and moving pictures of Winnipeg. The California League of Municipalities is enthusiastic over the prospective demonstration of what its cities are doing. This will be a great opportunity both for students of municipal affairs and for puzzled heads of municipal departments to give and get help in their problems.



"The Friends of Paris" is the appealing and comprehensive name of a new organization. Its objects are: to guard the beauty of the city; to make known to all the intellectual, artistic, commercial and industrial resources of the capital; to foster the unity of Paris and its suburbs; to attract visitors to Paris by courteous attention and entertainment; to improve public service; to seek out ways of preserving the good name of the capital by its health, safety and material and moral cleanliness. Everything that may contribute to the magnificence and prosperity of Paris and to the welfare of its people comes within the scope of this association. Political and religious discussions are excluded.

A monthly bulletin will be published to keep the members of the association in touch with its work and plans; pamphlets will also be issued, designed to draw strangers to the city and to give information about its many attractions. Active members pay an annual fee of five francs; honorary members, twenty francs. Membership includes some delightful privileges, such as excursions at reduced rates, use of library, etc. "The Friends of Paris" have already accomplished some things that many individuals and several newspapers have been demanding for a long time. One is the agitation against littering streets with pam-

phlets and handbills, which is likely to be stopped by placing a tax on all papers delivered in this way. The association is also gaining ground in its campaign against permitted violations of building regulations.



The housekeepers, improvement clubs and commercial organizations of Illinois have united to form a common meeting ground for their diverse efforts toward outdoor improvement. This is the one reason for the existence of the Illinois Outdoor Improvement Association, which began with a small conference of interested people at the University of Illinois in the spring of 1909. Since then two annual meetings have been held, from which a wide influence is going out.

The Association aims to get hold of first-hand information upon the needs and methods of improving dooryards and localities and to give it to the people that want it. This has been done by publishing pamphlets and by preparing strong programs for annual meetings. If a little group of people want help to stir up their community the Association ought to be able to provide a lecturer and literature to aid in the work. Problems of state-wide importance, such as park reservations, must receive the attention of the Association. The teaching of landscape gardening in normal schools, colleges and universities is another interest of the Association, which will make use of the impulse for better school grounds, and will supply trained workers. The ideal of the Association is to lead the progress of outdoor improvement in Illinois and to include every interested citizen and organization in the state.



At last Boston is to have a zoo and an aquarium. The Council has voted to appropriate \$119,000 of the income from the Parkman Fund to begin work on these two projects in the near future.

It is estimated that the zoölogical garden, in Franklin Park, will ultimately cost \$541,700, but \$200,000 of this will be spent for the mall, or "Greeting," which will be laid out to permit only the planting of trees at first, and will develop slowly during the two or three years before the entire \$200,000 is spent. The plans for the zoölogical garden include six main fea-

tures: Long Crouch Woods, the herbaceous garden, Deer Hill, the Greeting, the music court, and the "Little Folks' Fair." All these parts will be well shaded and connected by wide paths, and they will be unified by the "Greeting," which will form the main avenue of approach. The plans as a whole have been approved by William T. Hornaday, Director of the New York zoölogical garden.

The aquarium will cost \$200,000 and its general scheme is based upon that of the aquarium at Detroit. At first the building will be about half the size of the one in Detroit, but it has been designed with the idea of being easily enlarged. There are two large ponds which can be used for auxiliary exhibitions of the various sea animals. The interior of the building will simulate, as far as possible, caverns and grottos under the sea.



The reform of the magistrates' courts of New York City is the result of Governor Hughes' Commission to Inquire into the Courts of Inferior Criminal Jurisdiction. The work of this Commission was mainly local, but the problem is a general one.

The Commission found bad, sometimes shocking, conditions in all of the detention pens of the courts; it condemned the old undignified system of police court procedure, which, by means of the "bridge" in front of the magistrate, almost excluded a prisoner from the hearing of his case; it showed the need of new buildings and repairs on old ones.

There are now separate night courts for men and women and a Domestic Relations Court for each borough. Petty offenses, such as violations of city ordinances, are to be handled by summons instead of arrest. The use of judicial power for political purposes is prevented by removing "district leaders" from the bench. Detention rooms are to be properly kept and conducted. Magistrates are required to visit once a year the places to which they commit prisoners. The position of chief magistrate is made one of great possibilities for reorganizing and improving the court. Much remains to be done to increase the powers of the court. The Court of Special Sessions is now doing much of the work which the author believes should

not be turned over to it from the police courts. The system is looking toward the reform of the offender, and this has begun with the reform of the lower courts.



The Juvenile Court of Detroit is greatly assisted in its campaign of saving girls and boys by a chart which shows how many children are under the watchful care of the Judge and his probation and truant officers, and how crime recedes and advances among the young at different seasons of the year; also what effect a big convention has on the city's morality, and how greatly parks and playgrounds help in the fight for decency.

The 600 boys and 170 girls are represented on the chart by cloth-headed tacks of different colors: red for bad boys, blue for bad girls, and white for children who are only truants or neglected. Each tack bears a bit of cardboard with a number which refers one to a filing cabinet where may be found the entire record of the boy or girl. A study of the chart is fascinating: perhaps there will be a large clear space indicating a decent juvenile neighborhood; then one bad boy or girl will appear, and very soon there will be others, unless the evil influence can be transformed into a good one; if it can not, the only thing to do is to cut out the disease spot by sending the boy or girl to some corrective institute or to some good private home. Little groups of dots on the chart show where the gangs are, and indicate that bad boys are more gregarious than bad girls, who usually go alone or in couples. The chart also shows more plainly than any magazine article the evil results of congestion. The probation officers are not using this chart as an interesting sort of game, but as a valuable aid in their work for good citizenship.



Cologne, Germany, according to the report of an officer of the London County Council, has about 70,000 elementary school children and one school dental clinic, which was established by the Town Council in 1908 at a cost of about £1,100. The maintenance costs between £1,200 and £1,300 a year. Dr. K. Zilkens, the Director, is a part-time officer only, but his assistants devote their whole time to the duties of the

clinic. The staff comprises the director, two assistants, two "sisters" (Augustinian nuns), and there is also other technical and general help of an inexpensive character. The hours of work are from eight to twelve and three to five in summer, and nine to twelve and two to five in winter. The scheme of admission is for the director to request a head-master to send 20 or 30 children shown by the school doctor to be suffering from very bad teeth to the clinic on a certain day in groups of six and at different hours. No child is thus sent, however, without the parent's permission.

The work done by the Cologne clinic from May 22nd, 1908, to the end of May, 1910, was represented by 7,322 child patients and 524 adults. Out of the 7,322 children only 173 had a healthy set of teeth. Treatment is free, but a charge is made for anesthetics in all but necessitous cases. A tooth brush is presented by the clinic to each child who comes regularly for treatment and thereby shows appreciation of the value of a good set of teeth.



In the overcrowded quarters of every large city where working people live there are always many small children who are allowed to run the streets without proper oversight. The great question with the authorities is how to handle them and prevent them, as far as possible, from becoming criminals. Switzerland has solved the problem, partly at least. In the city of Basel, for instance, "guardian schools," organized and supported by the State, are open every day, and from the middle of November till the middle of March, every evening. They can hardly be called schools, but rather recreation classes. Under the teacher's direction the children play games, tell stories, sing, crochet, embroider, sew and so forth. In good weather they are taken outdoors for games or walks. Each class has about thirty-five children in it, just enough for the teacher or guardian to handle comfortably. An inspector visits the classes frequently and makes reports to the school authorities. The State provides all the materials for the games and work, and also pays for the luncheons. Basel has a population of 130,000, and last year 2,000 children were taken care of in these guardian schools. In addition to

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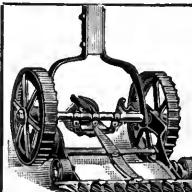
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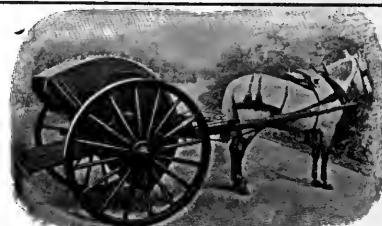
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## A QUESTION

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## Henry S. Curtis, Ph.D.

Former Secretary of the Playground Association of America,

Clark University,

Worcester, Mass.

this work Basel has an organization known as the Play Association, which looks after the games for young people. There is also another society, now twenty-five years old,

whose special business it is to give instruction to and provide recreation for boys on Sundays and in the evenings. Last year it had 24,000 children under its care.

## Books for the Citizen

[Readers are requested to order books reviewed in this department through The American City. American books will be sent on receipt of the postpaid price. Special quotations will be made on foreign books.]

### Social Adjustment\*

Years ago a poet, idly dreaming over the past, sang:

"The world is out of joint; who will  
May strive to make it better;  
For me this warm old window sill."

But there is no comfortable indifferent basking in the sun for the earnest people who in these days are striving for the perfect adjustment that results from, and secures, efficient living. We are losing our old, fatalistic, hopeless sense of resignation, and we are learning that energy, efficiency and perfect adaptation are normal.

This volume discusses two groups of social maladjustments: first, those which may be remedied by an awakened conscience—uniformity in education, low wages and standards, congestion of population, dependence of women, duration of the working life, etc.; second, the maladjustments which are now understood, and which it is possible for immediate legislation to remedy—overwork, unemployment, child labor and dangers and accidents in labor.

The basis of reform must be the elementary grades of the public schools. Courses in biology, hygiene, politics, economics and social problems will teach personal hygiene, parental duty and responsibility and social responsibility for securing adjustment.

"A uniform, inefficient form of education is accepted because the community is not intelligent on the school problem; \* \* \* congestion exists because families are willing to live under unsanitary and unhygienic surroundings, and because of land speculation and an ignorance of the elements of city planning; \* \* \* and accident, disease, malnutrition, ignorance and inefficiency shorten life, and create misery, vice and poverty."

There must be expert investigation before we can have intelligent public opinion. Specialists are at work on the responsibili-

ties of society, and the result is seen in legislation against factory evils, against child labor and sweatshops, in the organization of playgrounds, in differentiation in education, etc. Legislation must be uniform in all the states in order to be effective.

### A Civic Bibliography

We are glad to call to the attention of those who are studying metropolitan civic and social conditions the "Civic Bibliography for Greater New York,"\* edited by James Bronson Reynolds for the New York Research Council. The Bibliography has been prepared by Messrs. Howard B. Woolston, Ph.D., and Roger Howson, a graduate of the New York School of Philanthropy, and Miss Catharine S. Tracey, Librarian of the Reform Club Library of Columbia University.

This handbook is of great practical use to civic workers by listing for them the books and magazine issues containing all important material in their various departments of investigation. A list is given of the principal magazines referred to, showing one library in Greater New York in which each may be found. Each book referred to in the Bibliography is shown to be available in one of the New York libraries. Among the subjects presented which are of especial interest to our readers are government and politics, public works, public finance, transportation and communication, public health, including baths, hospitals, markets, street cleaning, garbage and sewage disposal, etc., housing, with special reference to fires and the Fire Department, crime and correction, education and recreations and social organizations. The index is an important feature of the volume.

\* By Scott Nearing, Ph.D. The Macmillan Co., New York, 1911. Duodecimo, 377 pp., \$1.60, postpaid.

\* Charities Publication Committee, New York, 1911. Octavo, 296 pp.; \$1.63 postpaid.

THE AMERICAN CITY

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